FIRE PREVENTION AND CONTROL

FIELD HEARINGS

BEFORE THE

SUBCOMMITTEE ON
SCIENCE, RESEARCH AND TECHNOLOGY

OF THE

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FIELD HEARING—FIRE PREVENTION AND CONTROL

FRIDAY, OCTOBER 14, 1983

House of Representatives,
Committee on Science and Technology,
Subcommittee on Science, Research and Technology,
Pittsburgh, Pa.

The subcommittee met, pursuant to notice, at 10:30 a.m., in the Gold Room, Allegheny County Courthouse, Ross Street, Pittsburgh, Pa., Hon. Doug Walgren, presiding.

Mr. Walgren. Let me call us to order and welcome the witnesses and the audience to this hearing of the Subcommittee on Science, Research and Technology, which is part of the Science and Technology Committee in the U.S. House of Representatives.

We have in this subcommittee responsibility for authorizing the Federal Fire Administration, including the Federal Fire Academy in Emmitsburg, Md., and the other efforts on the Federal level related to fire, and some of the National Bureau of Standards, and the Center for Fire Research.

I would like to introduce you to Ray McGrath, who is a colleague on that subcommittee, who is particularly interested in fire and has represented part of the New York area in the Congress for a number of years. It is our real pleasure to have you here, Ray.

These kinds of outreach hearings are, I think, very helpful to all of us to try to bring back to Washington some of the direction that ought to come to Washington as we try to give emphasis and direction through the Congress to the officials in the administration that are charged with the responsibility of both implementing the laws and the resources that the Congress provides, but doing the right thing, too, and there is no better body to work through on that level than the House of Representatives, and in the fire area, Ray McGrath has been more involved than almost any other Member in Congress.

So it is really an honor for me to have you in Pittsburgh joining us on this hearing. Maybe before giving the rest of some introductory comments that I wanted to make, I would like to recognize you for any opening comments that you might like to make for the record.

Mr. McGrath. Thank you, Doug, and I thank you for those warm words of welcome.

Mr. Chairman, on behalf of myself and the Republican members on the Subcommittee of Science, Research and Technology, I am pleased to join you in the 18th District of Pennsylvania to receive testimony on the subject of fire prevention and control.

This week is significant for the fire community as President Reagan has designated October 9 to 15 to be fire prevention week 1983 in honor of the dedicated men and women who have served this Nation through their work in reducing loss due to fire, to the thousands of Americans who have lost their lives due to fire, and to the thousands of persons permanently disfigured or disabled by burn injuries from preventable fires.

Mr. Chairman, as you have noted, I have a personal interest in the areas of fire prevention, control and protection, protection not only of the private citizens subject to such tragic events, but also for the firefighter. Whether he or she be a volunteer or a full-time firefighter, these people represent very dedicated and courageous individuals who put their lives on the line each time they respond to the call of duty.

As the brother of a professional firefighter in the city of New York, a brother-in-law of two volunteer firemen, and as an honorary chief of three fire departments, I have a healthy interest in the safety of firefighters and research on ways of combating fire.

I want to commend you, Doug, for arranging an opportunity for this subcommitttee to hear from citizens and local representatives of the fire community.

Their contributions are invaluable to decisions Congress is faced with in continuing the crusade against the threat of fires. Thank you.

Mr. WALGREN. As Congressman McGrath said, this is, as you know, fire prevention week on a national level, and so it is particularly appropriate that this kind of hearing be held during this week, although this is not the only outreach hearing that this subcommittee will hold on fire. It just so happens that this week we are in Pittsburgh.

In 1973, the National Commission on Fire Prevention and Control issued the basic document which we rely on for fire policy, a report called America Burning. We have today Professor Richard Bland who is a Pennsylvania-based expert in the area who was a chairman of that commission.

So we feel that we are very fortunate to have witnesses of this caliber to contribute to the record that we build today. Some of the recommendations in that report have in fact been implemented. We now have a lead agency on the Federal level for fire, responsible for the Federal fire effort. We now have a fire academy. We now have a fire data center, and we have a fire research and fire education program.

In the years since 1974, much has been done to implement that program, and it certainly has been reflected in reducing the loss, at least in outright lives from our past history.

The national education program on smoke detectors alone has seen the placement in homes, almost 50 percent of the homes in America now have smoke detectors in them. The Sesame Street fire education program has been widely seen by preschool children across the country. And we hope in the immediate future for the increased presence of home sprinkler systems, which also come largely out of the focused effort of the fire community through some resources on the Federal level.

We all know that fire losses are individually the ultimate tragedy and aggregately nationwide a terrible tragedy when you think of 6,000 or 8,000 people per year losing their lives. It is like having two jumbo jets collide in midair every month, month after month after month.

Now, we don't often think of fire in the dimension that we would if we suffered that kind of airline dramatic loss, but it is in these individual deaths, one and two and three in many residences, that we are losing many lives in this country, and it is clearly preventable.

We are having our difficulties on the Federal level. There is deep broad bipartisan support for the Federal fire effort in the Congress in the United States, both House and Senate. We have our responsibilities, and we intend to meet them.

We have difficulties with the administration in some ways and particularly with the Office of Management and Budget, because there are levels of our Federal bureaucracy that do not have the ability to appreciate the importance of certain things that we do on the Federal level, but if they would only look at the Congress and realize that this is not a partisan effort in any way, that the support for it is from all sectors of the country from all political persuasions, I believe that we would find greater support in the administration than we presently have.

We came through a period when the administration wanted to reorganize the Federal effort and essentially not fund the Fire Administration, relying solely on the academy and other centers of fire effort. The Congress did not agree with that, and from both sides of the aisle, we essentially said no and maintained the Fire Administration.

This year largely out of budget pressure, they are recommending the elimination of the Federal Fire Research Center, which is an entity of the National Bureau of Standards that does research in the dynamics of fire. We believe that these are kinds of things that can only be done properly through a Federal fire focus, and I know that we'll have broad support for trying to maintain that function as well at a Federal level.

But we do need to have the kind of direction for the Federal programs that can only come from people that are involved in local fire communities. I think this is one of the most unique areas that I've seen in the Government where the real strength, the real delivery of services, and the real wisdom is spread throughout the country on a local level, and our Federal effort is really financially and other ways just an overlay on the strength of local programs that are already there.

So it is most important that the Federal level take direction from the local people that are really delivering the services and whose lives are literally at risk and who see the damage on a community basis and can have some appreciation of where the effort is most fruitfully made.

So we really do appreciate your coming to talk about this kind of thing with us today, and we are doing this in other areas of the country as well. I hope that out of it will come a real contribution to the fire effort, and as far as I am concerned, if it can save one or several lives by the strength that we can add to it on the Federal level, we will have more than justified the effort that we made.

With that, let me start with the witness panel. We have two people for the first panel, just to give us a little experience at what it is like to be a victim of fire; Dennis Casey, who is a resident of, ironically, my congressional district, but who is a survivor of the MGM Grand Hotel fire in Las Vegas a few years ago, a fire that took the lives of a number of people that can only be described as random circumstance, and also, as it never rains but it pours, has had a fire in his own home recently; and Mr. Al Keicher of Verona, Pa., who has also had a home fire.

We would like to ask you folks to come forward and give us a little bit of your experiences to add some concreteness to the record that we build here today.

Let me start out with Mr. Casey, and as we do at these hearings, written statements—and please also know that I would appreciate your following up leads or thoughts that you might have raised by other witnesses—written statements will be incorporated and made part of the record of this hearing, and we would like to hear your thoughts as you feel it is easiest for you to communicate them to us.

STATEMENTS OF DENNIS CASEY, PITTSBURGH, PA., SURVIVOR OF THE MGM GRAND HOTEL FIRE AND A HOME FIRE; ALAN KEICHER, VERONA, PA., SURVIVOR OF A HOME FIRE

Mr. Casey. Thank you.

Honorable Congressmen, aides, witnesses, and observers, it is with the greatest appreciation and respect that we appear before this committee of the Congress to discuss the vitally important topic of fire safety in America.

Today you will be hearing testimony from experts in fire safety and related areas, persons whose primary duty or avocation is prevention of fire or dousing of fire or caring for the victims of fire.

I am a victim of fire, one of the people who comprises these statistics you will be hearing today. There is nothing unusual or extraordinary about me or my family. We are middle-class Americans who reside at 1060 McKenna Avenue in the Pittsburgh suburb of Greentree Borough.

Perhaps our very ordinary nature bears witness of how the swiftness and tragedy and destruction of fire can strike any family at any time. The only unusual thing is that fire has struck me and my family on two occasions in the last three years.

The first blaze solely involved me directly and 6,000 others on November 21, 1980, when a fire at the MGM Grand Hotel in Las Vegas, Nev., claimed me as one of its 886 victims.

The second fire took place at my home in Greentree on December 8, 1982. In that blaze, after every human precaution had been taken to prevent fire that was practical, my home was gutted with an aggregate loss in excess of $150,000.

Today my testimony will be in four brief parts to aid Congress and this committee in its deliberations. The first part will be a personal report on what I experienced at the MGM Grand Hotel, the largest and most tragic hotel fire in the history of America.

The second part will be me and my family's experience in the fire that swept our home.

The third part will be what we consider to be almost as horrible as the fires; namely, the treatment we received from our insurance company, CNA of Chicago, Ill., and, finally, our specific recommendations on actions we wish this body of the Congress to take to consider to aid citizens in the United States in fighting fire and, unfortunately, in fighting the greed, arrogance, and heavyhandedness of some segments and companies of the American insurance industry.

I intended to have a videotape with me today, but unfortunately the county did not have that. Briefly, I will just state that you will recall that the MGM Grand Hotel fire took place in the early morning hours. It was electrical in nature. It was the first of two fires that struck hotels in Las Vegas, the second one being caused by arson.

The end of the day of the MGM fire would see me hospitalized at Desert Springs Hospital with burns, heart irregularities, severe smoke inhalation, shock, contusions, abrasions, and infection. I have been asked by committee staff to relate my personal experience during the hotel fire to help the committee be aware of the human side of fire.

I was in Nevada on a business trip for my advertising and public relations agency, a small firm that bears my name. I arrived at the MGM Grand Hotel late in the evening because of flight troubles and related business matters. I was assigned a room on the 21st floor of the hotel.

As I entered my room, two couples across the room were chatting in the hallway about plans to arise early the next morning to travel to the Hoover Dam. One of the women had lovely blonde hair. The next time I saw her about 4 hours later she was dead.

I went to bed leaving the TV set on through the night, too weary from travel to turn it off. This fluke decision, and human weakness, may have saved my life. At 7:20 in the morning, Friday, November 21, a strange sound awakened me. As I cleared my eyes from sleep, I saw a smoky haze in the room. I assumed that I had left a cigarette burning and it was smoking. I cursed myself for my stupidity, leaped from the bed and frantically searched my sleeping area and the bathroom.

It then hit me that the sound that had awakened me was louder and that it was the unmistakable air-compression sound of a helicopter coming from outside my window. I ran to the window, threw back the tightly drawn curtains and was looking directly into the cockpit of a radio station traffic chopper.

I later learned the aircraft was hovering outside the hotel to awaken guests, and fortunately so, for when the blaze had broken out in the casino 21 floors below, the fireball knocked out all alarm systems, all telephones, all warning devices of any kind.

That same helicopter began to airlift panicked guests from the roof of the hotel, a practice that inspired military crews at Nellis Air Force Base to press their helicopters into service to help trapped victims.

As I looked at the chopper, someone in the room directly above me threw a chair through his window, the chair and glass fragments plummeting past my window. An instant later to my left, I saw a blue streak falling from the other wing of the hotel. I first thought it was a blanket. But when I looked 21 floors below, I realized that the blanket was the crumpled body of a woman in robe or nightgown.

On the street below, a yellow firetruck pulled up, its siren sound faint. This all took place in the space of about 30 seconds. A security guard was below frantically waving his arms to the left and downward, trying to communicate with the guests who were peering from the windows trying to figure out exactly what was happening.

I, and apparently others thought he was signaling us to leave our rooms and go to the left for safety. That thought was a mistake. This was the first instant I consciously realized there was a fire, and then that it was a serious fire. I panicked. My first thought was to jump from the window. But I knew that would be futile.

Within this total of no more than one minute of time, my room was filling with black smoke. I remember public service TV commercials featuring Dick VanDyke that had tips on fire safety and my own instructions to my three daughters at home, and I recalled the movie, "The Towering Inferno."

Later that day I would have lived that movie, a reluctant actor in a real-life nightmare. Telling myself to stay calm, that if I panicked I would be worse off, I quickly dressed, crawled through the smoke to the bathroom and slid into the bathtub. I turned on the water, soaked my clothing and the exposed parts of my body, and then soaked a towel and tied it across my nose and mouth.

I crawled to the door of my room and still kneeling to the side of the door, felt the door. It was warm to the hand, but I was beginning to choke from the acrid smoke in my room.

I knew with certainty that if I stayed in the room, I would die. Staying low, I opened the door to the hallway. Thick, black, gaseous smoke poured into the room from the hallway. The hallway was without light. It was black and silent as anything I had ever experienced. A door across the hall had been left open. This allowed a weak shaft of light to penetrate. In that shaft of light, I could see the blonde head of the woman who just hours before had planned to arouse early to see the Hoover Dam. I felt at her neck for a pulse. She was dead.

I began to cry. It was the very first time I fully realized that I might die. Please remember that no more than 5 minutes earlier I had been asleep. I screamed out loud to myself to stop it. I remember how I told my little ones never to give up on anything. I began to crawl down the hallway corridor to find my way through the pitch black, my fingers and hands touching a doorjamb and feeling the ornament.

I remembered that fire doors are without decoration, and that is what I was searching for, a smooth door. Occasionally, I don't know how often, my fingers would touch a dead body. Where doors had been left open by fleeing guests, shafts of light about a foot wide would split the pitch of the hallway.

I would crawl into these rooms to get air from their windows. My lungs hurt. My forehead was bleeding from a cut sustained when I crawled into a wall jutting into the hallway, and the heat was intense and strength sapping.

After I don't know how long, my hands found a smooth door, a door I hoped was a fire door with access to a stairwell and safety. My knees were stopped by a body. I recalled that hotels frequently lock fire doors for protection against thefts so that a person from a hallway can get into a stairwell, but once the door closes, it is locked to prevent access to the hallway from the stairwell.

I placed the legs of that dead person between the door and the jamb to be certain the door would be accessible should the stairway not prove safe. The stairwell was thick with smoke, but I started to crawl down.

A few feet told me it was worse, as the smoke was thicker and the heat more intense. I retreated back into the hallway and began to retrace my path. At some point in the hallway, I came across an elderly woman in a nightgown who was standing in a shaft of light from an open door. I pulled her down to the floor, pushed her and rolled her along with me. Eventually, she did seem to gain strength and began to crawl alongside of me.

We finally reached the stairwell at the other end of the hall, and ironically, if I had gone to the right from my room instead of to the left, I was just 10 doors from the nearest fire exit, but there had been no floor plan map in my room to show me where we were.

While crawling, walking, and running down the 21 stories of the stairwell, I sustained burns to my right foot when we came to a landing that was obscured by smoke, and I removed my shoe to throw it through to hear if it hit anything solid. When it did hit, we started through the pocket of smoke, but my bare foot came in contact with metal that had been superheated by either smoke or flame.

Once through this problem, we proceeded down the remainder of the stairs where I gave the woman to the crew of a yellow ambulance. The street was chaos. Large pieces of broken plate glass were ripping down toward the fire crews and medical help and onlookers. A man was using a bullhorn to shout instructions in Spanish and English to guests still trapped in the hotel, some of whom had tied bed comforters together and were actually trying to crawl down these makeshift ladders to safety.

I was given first aid treatment by a nurse for my cuts and some oxygen, and some of the soot was cleaned off my face and neck. A physician from Albuquerque, N. Mex., Dr. Ronald Seibel, set up a first aid station in the Barbary Coast Hotel directly across the street to treat people as best we could. Some lived; some died.

At this point, there is approximately a 3-hour void in my memory. My wife tells me that I called her at home, that from the sound of my voice she knew I should get to a hospital and urged me to do so, and that I gave an interview over the phone to a Pittsburgh television station. I do not recall any of this.

A therapist I consulted after the fire informed me that one of the first functions to suffer diminished capacity following severe smoke inhalation is memory, along with speech. But my next memory is being at McCarran Airport in Las Vegas trying to get home, and a policewoman was helping me into an ambulance.

On arrival at Desert Springs Hospital, I was admitted for burns, shock, smoke inhalation, and other maladies mentioned earlier in my testimony. Treatment had lasted for 1 year following the fire at the MGM Hotel. That concludes the first part of my testimony, and it is by far the longest portion of my testimony.

Two years later, almost to the day, the thing I had come to fear most in my life occurred again. At 2:30 in the afternoon of December 8, 1982, a fire, the specific origin of which I do not know for certain, swept through my home. My teenaged daughter, Megan, and I, who were in another part of the house, escaped.

The Greentree Volunteer Fire Department, one of the many excellent volunteer fire departments, reports that it was on the scene 4 minutes after the initial call was received. But just 9 minutes later my 5-bedroom home was gutted. Our family pet was killed, and 20 years of memories and belongings were largely destroyed.

The speed of this fire and the acrid black smoke brought the nightmare of the MGM Hotel blaze back to memory. The black acrid smoke is caused, I am told, by synthetics that make up the materials we find in our homes, our hotels, our offices, our hospitals. They are polyvinyl chlorides, and when burned, they give off a killing and debilitating gas. Look about you, Congressmen. The chairs you sit on are synthetics, the drapes, the ornaments in this chamber.

You can see exit signs in this room, but I do note there aren't any. I thought there would be. You won't be able to see them from the black smoke of a fire. When you go home tonight, look at the items around you. Close your eyes and realize this is how black it will be when fire hits. It will be black, it will be hot, it will be confusing, and it will be suffocating. And you will have just seconds, or at best, minutes, to save your life.

As I conclude this second part of my testimony, I stress that what I view as the most important part of my testimony is to come in the next brief section. It is the part that deals with the living, the aftermath of fire, and the callousness of bottom-line, public-be-damned attitude and practice of some insurers.

It is presented truly without rancor, but as documented fact that the treatment of a supposedly regulated industry routinely gives to the victims of disasters such as fires. If there be any doubt about the veracity of my testimony, I will provide full documentation of every statement.

I was forced to use a cane following my return to Pittsburgh from the fire at the MGM Hotel. Much of my clothing was destroyed in the fire, and I had no winter coat left. I reported in to my insurance agent when I was physically able, trusting him to fill out appropriate forms. I complied with the directions to list each item lost by name, where the item was bought, when it was bought, the amount paid originally, and the amount of the cost to replace it.

This was turned in to the insurer December 15, 1981. In spite of numerous polite telephone calls in which I pointed out it was winter, I had no coat, let alone other essentials to life, and that I desperately needed payment to purchase replacement clothing, it was not until March that I received payment.

On a loss of $14,489, the total paid was $4,327. The insurance company used a device called depreciation to lower their exposure. In spite of polite requests to see exactly what was depreciated and by how much and what formula, I never received those documents. The insurance company used a time delay and my discomfort to bring me to my knees. It was cold. I needed at least a coat. After 4 months of waiting, I was willing to take anything.

It was only after I said that to the insurance company claims adjuster that I received the payment such as it was. It was only after I agreed for the sake of expediency to change my claim from fire loss to theft loss that the payment came through.

The significance of that change escaped me at the time, but I since have learned that for some items there is a limit on the amount that can be paid for theft, while for fire loss, the amount supposedly is for full value.

But the fire at my home made this first insurance matter seem like a dream. CNA Insurance acted so cruelly and so without human consideration. I will briefly recount their actions. And I am presenting this because I have now talked with a number of people who have been victims of fire. This has been common treatment on behalf of these people.

The morning after the horror of the fire reentered our lives, the adjuster showed up at our home. With him was another man who he introduced as Mr. DeCecco, and I quote, "Our company's approved builder, Mr. Casey, he is the man we want to rebuild your home." Bear in mind that my wife had not even seen the extent of fire damage. We were both in considerable states of shock.

All that we had was destroyed except for the clothes on our backs literally. After entering the house and seeing the devastation and ruin, we went to the home of a neighbor to meet with the CNA representative and "his approved builder."

That phrase was used by the adjuster six times that morning. Then, incredibly, the builder and the insurance company representative presented us with a presigned form that authorized this man's company to start work on our house and, incredibly, a certificate of satisfaction that stated repairs had been completed to our satisfaction, and payment was to be made to this particular construction company, which, by the way, we have found out since was not a construction company but a smoke removal company.

I have both documents with me today, and I would like to enter it into the record. I politely refused. Now, remember, two of my little girls, the 6-year-old and 8-year-old, had been put up at a neighbor's home the night of the fire. My wife and I were graciously accommodated at still another neighbor's, and our 15-year-old was at yet another home. All of us were sleeping in borrowed attire. We had nothing else.

When I asked the insurance company to advance us money to go to a hotel so we could be together as a family, he said, and I quote, "Well, you seem to be taken care of for now. The important thing is for you to sign these papers so we can rebuild your home quickly and you can get back into it." This man then left. We had only received no help, having lost literally everything, and we had received pressure to sign dubious documents.

I was forced to go into personal reserves of cash and to borrow to pay for a motel room so our family could be together. The cost for just 5 days in a modern hotel was over $550, and you can imagine how it was to have five people jammed into one hotel room.

In January, following calls and letters to two law firms, this company advanced my family $5,000. This is a month after the fire. I had submitted a budget showing our minimal costs for the next 30 days would be $14,000 at minimum just to provide items necessary to life, items such as coats for the children and adults, minimal clothing so the children could return to school, costs of lodging and foods to replace what was ruined in the fire, things that are far from luxuries. I spent in excess of $20,000 over the next 4 months.

When the insurance company finally paid, we received just $7,000. The hand of depreciation had struck again. It seemed that even food we were forced to buy at restaurants was depreciated by 50 percent with the justification being that we would have to eat anyhow, so they weren't paying for the whole amount.

On April 15, we returned to our reconstructed home rebuilt by a firm of excellent reputation. The claim had been in the hands of our insurance carrier for 5 months in exactly the form they had requested. We had received nothing.

On return to our home from a dwelling we had leased, my family had no drapes for the windows, no towels, no furniture, and no bedding. My family slept on the floor of a bare house. I called the insurance carrier. After months of being polite, I blistered him. His reply, and I quote, "Your claim is held up in Chicago."

He then berated me for what he termed my impatience. At this time, I called on Pennsylvania officials for help. The State spoke with the insurance company officials, both of whom assured the State payment would be made shortly.

This was the first of five broken deadlines. At a meeting in August of this year, the insurance company had the temerity to state that one of the reasons for the company's delay was that I had gotten the Government involved. Incredible, but true.

Now, the bottom line of this, that insurance company appears to have acted within the laws as they exist. If you read your own policies, the sections about payment and times of payment are ambiguous at best and downright misleading and untruthful at worse.

To make a long story short, on a loss of personal property exceeding $100,000, with $94,000 insurance on that section of the policy, we received $62,000 in late June 1983, nearly 7 months after the fire.

Now, I might note that our policy was what is known as a replacement cost policy, which means that we are to be paid for what it cost to replace items, not for their lower depreciated value. CNA Insurance Co. says it will do that after Mrs. Casey and I dip into nonexistent reserves to come up with the $34,000 difference. To heighten the unfairness, all replacements must be made by December 8, 1983, we were told, on the terms of the policy.

I submit that this treatment is outrageous, and yet it may be within existing laws. I am a man of some degree of intelligence with a sound reputation in my community and my profession, with a history of service to the public. If I am treated like this and others I have spoken with who have suffered losses from fire, what outrages must be foisted upon poorly educated members of our Nation whose circumstances may be less than my own?

I respectfully submit for your consideration this sort of treatment by CNA Insurance Co. is an outrage, one that cannot be tolerated by this company or any other.

Now, for the concluding part of my testimony, I ask that this committee of the Congress explore formulation of the following laws on a national level, and I might add that those that pertain to insurance have been discussed with responsible members of the insurance community with extensive experience in fire loss.

First, that smoke alarms be required in all guest rooms of hotels of more than one story with tax credits or other incentive given to the industry.

Second, that intercom systems be required in all rooms so guests can be told what actions to take. The system should be separately wired in the event the fire is electrical in nature, such as what happened at the MGM, and knocks out the building's central power system.

Third, that battery-powered emergency lights be required in the hallways as well as stairwells of multistory hotels, again with tax abatement.

Floor maps in Day-Glo colors be required for prominent placement in all guest rooms. The fire exit signs not only be required above doors but also at floor level. Remember, you don't walk out of most bad fires. If you are to survive, you crawl. And smoke rises, easily obscuring and readily blocking visibility of above-door exit signs.

Oxygen masks be placed in every hotel room dwelling with sufficient air for at least 10 minutes of emergency breathing and that hotels be required to pressurize their hallways, as is required in many European countries, so flame and smoke can be contained.

Now I am not going to be a Pollyanna. I might note that these may be seemingly expensive, but I am sure insurers will lower premiums as their risk is reduced, thus partly covering the costs and, of course, tax relief would be a further incentive.

In residential dwellings, tax credits must be given for purchase and installation of smoke alarms and installation of home sprinkler systems. Again, responsible insurers will lower hazard coverage premiums, I am confident.

In regard to hazard insurance, the following is the minimum that must be accomplished to prevent abuse by irresponsible insurers and/or their representatives.

First, that policies of insurance be written in clear, concise, nonambiguous terms with prompt ombudsman or arbitration provisions.

Second, that hazard insurers be required by law to advance payments for loss of use within 6 days of the loss. The formula can be determined by setting forth a portion of the insurer's reserve, figure the amount they must set aside under existing laws when the initial loss figure is set by the claims adjustor.

Third, that unless a company settles in good faith, within 60 days of the claim's submission, the company be compelled to pay interest to the insured at the rate of prime plus 2 percent. In the case of replacement cost insurance coverage, the insurer be required either to advance the difference between depreciated amount and the replacement cost, or the company's full faith and credit be used.

I fully realize that the insurance industry is considered to be a powerful lobbying source on the national and State level, and I tend to believe the industry's claims about the contributions it has made to our Nation, both in terms of employment and investment. But it is abuse of systems that historically have cried out for national intervention, at least so the industry can begin to police itself and its miscreants so the pubic can be served.

Finally, my family and I wish to thank you for your attention and patience and for your invitation to appear before this committee and to thank you for holding these hearings on this most critical of subjects. Copies of my testimony are being provided to you.

[The prepared statement of Dennis Casey follows:]

TESTIMONY
OF
DENNIS MICHAEL CASEY

Honorable Congressmen, Aides, Witnesses and Observers:

It is with the greatest appreciation and respect that I (we) appear before this Committee of the Congress to discuss the vitally important topic of fire safety in America. Today, you have heard (and are hearing) testimony from experts in fire safety and realted areas, persons whose primary duty or avocation is prevention of fire or dousing of fire or caring for the victims of fire.

I (we) am (are) a victim of fire, one of the people who comprises the statistics you have heard today. There is nothing unusual or extraordinary about me or my family. We are upper middle class Americans who reside at 1060 McKenna Avenue in the Pittsburgh suburb of Green Tree Borough. Perhaps our very ordinary nature bears witness of how the swiftness and tragedy and destruction of fire can strike any family...at any time. The only unusual thing is that fire has struck me and my family on two occasions in the last three years.

The first blaze solely involved me directly -- and six thousand others -- on November 21, 1980, when the blaze at the MGM Grand Hotel in Las Vegas, Nevada, claimed me as one of its 886 victims. The second fire took place at my home in Green Tree on December 8, 1982. In that blaze -- after every human precaution, had been taken to prevent fire that was practical -- my home was gutted, with an aggregate loss in excess of $150,000.

Today, my testimony will be in four brief parts to aid the Congress and this Committee in its deliberations. The first part will be a personal report on what I experienced at the MGM Grand Hotel, the largest and most tragic hotel fire in the history of the United States; the second part will be me and my family's experience in the fire that swept our home; the third part will be what we consider to be almost as horrible as the fires -- namely, the treatment we received from our insurance company, C.N.A. of Chicago, Illinois, and, finally, our specific recommendations or actions we wish this body of the Congress to consider to aid citizens of the United States in fighting fire...and, unfortunately, in fighting the greed , arrogance and heavy-handedness of some segments and companies of the American insurance industry.

First, through videotape, let me take you back to November 21, 1980, when one of the world's largest hotels became a tomb for 87 human beings who went to bed feeling secure...and who never awakened on this earth. You will recall that this hotel fire was electrical in nature, and it was the first of two blazes that struck hotels in this city, the second fire caused by arson.

(at end of tape) The end of that day would see me hospitalized at Desert Springs Hospital with burns, heart irregularities, severe smoke inhalation, shock, contusions, abrasions and infection. I have been asked by Committee staff to relate my personal experience during the hotel fire to help the Committee be aware of the human side of fire:

I was in Nevada on a business trip for my advertising and public relations agency, a small firm that bears my name. I arrived at the MGM Grand Hotel late in the evening because of flight troubles and related business matters. I was assigned a room on the twenty-first floor of the hotel. As I entered my room, two couples across the hall were chatting in the hallway about plans to arise early the next morning to travel to the Hoover Dam. One of the women had lovely blonde hair. (The next time I saw her, about four hours later, she was dead.) I went to bed, leaving the TV set on through the night, too weary from travel to turn it off. This fluke decision, and human weakness, may have saved my life.

At 7:21 A.M. Friday, November 21, a strange sound awakened me. As I cleared my eyes from sleep, I saw a smoky haze in the room. I assumed that I had left a cigarette burn and it was smoking. I cursed myslef for my stupidity, leaped from bed and frantically searched my sleeping area and the bathroom. It then hit me that the sound that had awakened me was louder, and that it was the unmistakable air-compression sound of a helicopter... coming from outside my window! I ran to the window, pulled back the tightly-drawn curtains -- and was looking directly into the cockpit of a radio station traffic chopper. (I later learned the aircraft was hovering outside the hotel to awaken guests...

and fortunaely so, for when the blaze had broken out in the casino twenty-one floors below, the fireball had instantly knocked out all alarm systems, all telephones -- all warning devices of any type. That same helicopter began to airlift panicked guests from the roof of the hotel, a practice that inspired military crews at nearby Nellis Air Force Base to press their helicopters into service to aid trapped victims.)

As I looked at the chopper, someone in the room directly above me threw a chair through his window, the chair and glass fragments plummeting past my window. An instant later, to my left, I saw a blue streak falling from another wing of the hotel. I thought it was a blanket. When I looked 21 floors below, I realized that the blanket was the crumpled body of a woman in a robe or nightgown. On the street below, a yellow fire truck pulled up, its siren sound faint. (This all took place in about a space of 30 seconds.) A security guard was 21 floors below, frantically waving his arms to the left and downward, trying to communicate with the guests anxiously peering from picture windows trying to figure out exactly what was happening. I, and apparently others, thought he was signalling for us to leave our rooms and go to the left of our rooms to safety. That thought was a mistake. This was the first instant I consciously realized there was a fire...and that it was a serious blaze. I panicked. My first thought was to jump from my window. But I knew that would be futile. Within this total of no more than one minute of time, my room was filling with black smoke.

I remembered public service Tv commercials featuring Dick Van Dyke that had tips on fire safety, and my own instructions to my three daughters at home...and I recalled a movie, "The Towering Inferno." Later that day, I would have lived that movie...a reluctant actor in a real-life nightmare. Telling myself to stay calm...that if I panicked I would be worse off... I quickly dressed, crawled through the smoke to the bathroom and slid into the bathtub. I turned on the water,soaked my clothing and the exposed parts of my body, then soaked a towel and tied it across my nose and mouth. I crawled to the door of my room, and, still kneeling to the side of the door, felt the door. It was warm to the hand, but I was beginning to choke from the acrid smoke in my room. I knew with certainty that if I stayed in the room I would die. Staying low, I opened the door to the hallway. Thick, black, gaseous smoke poured into the room from the hallway. The hallway was without light, as black... and as silent...as anything I had ever experienced. A door across the hall had been left open, and this allowed a weak shaft of light to penetrate the fulminating smoke. In that shaft of light, I could see the blonde head of the woman who just hours before had planned to arise early to see the Hoover Dam. I crawled to her body, felt at her neck for a pulse. She was dead. I began to cry. It was the very first time I fully realized that I might die. Please remember that no more than 5 minutes earlier I had been asleep. I screamed out loud to myself, "Stop it." I remembered how I had always told my little ones never to give up on anything. I started to crawl down the hallway corridor, feeling the flocked wallpaper to find my way through the pitch black, my fingers and hands touching a door jamb and feeling the ornamenture. I remembered that fire doors are without decoration, and that is what I was searching for...a smooth door. Occasionally, I don't know how often, my fingers would touch a dead body. Where doors had been left open by fleeing guests, shafts of light about a foot wide would split the pitch of the hallway; I would crawl into these rooms to get air from their windows. My lungs hurt, my forehead was ~~cut and~~ bleeding from a cut sustained when I crawled into a wall jutting into the hallway, and the heat was intense and strength-sapping. After I don't know how long, my hands found a smooth door, a door I hoped was a fire door with access to a stairwell and safety. My knees were stopped by a body. I recalled that hotels frequently lock fire doors for protection against theft, so that a person trying to get access from a hallway can get into a stairwell but once the door closes it is locked...to prevent access to the hallway from the stairwell. I placed the leg of that dead person between the door and the jamb to be certain the door would be accessible should the stairwell not prove safe. The stairwell was thick with smoke, but I started to crawl down it.

A few feet told me it was worse in the stairwell than in the hallway, as the smoke was thicker and the heat more intense. I retreated back into the hallway and began to retrace my path. At some point in the hallway, I came across an elderly woman in a nightgown who was standing in a shaft of light from an open door. I pulled her down to the floor, pushed her and rolled her along with me. Eventually, she seemed to gain strength and began to crawl alongside me. Finally, we reached the stairwell at the other end of the hall. Ironically, it turned out later that if I had gone to the right from my room, instead of to the left, I was just ten doors from the nearest fire exit. But there had been no floor plan map in my room.

While crawling, running and walking down the 21 stories of the stairwell, I sustained burns to my right foot when we came to a landing that was obscured by smoke, and I removed my shoe to throw it through the smoke to hear if it hit anything solid. When it did hit, we started through the pocket of smoke but my bare foot came in contact with a metal bannister base that had been superheated by either smoke or flame. Once through this last problem, we proceeded down the re~~a~~minder of the stairs where I gave the woman to the crew of a yellow ambulance.

The street was chaos. Large pieces of broken plate glass were ripping down toward the fire crews and medical help and onlookers. A man was using a bullhorn to shout instructions in Spanish and English to guests still trapped in the hotel, some of whom had tied the blue bed comforters together and were trying to crawl down these makeshift ladders to safety.

I was given first-aid treatment by a nurse for my cuts, and some oxygen, and some of the soot was cleaned off my face and neck. A physician from Albuquerque, New Mexico, Dr. Ronald Seibel, and I ~~we~~ set up a first aid station in the Barbary Coast Hotel, directly across the street, to treat people still emerging from the hotel as best we could. Some lived, some died.

At this point, there is an approximate three-hour void in my memory. My wife tells me I called her at home, that from the sound of my voice she knew I should get to a hospital and urged me to do so, and that I gave an interview over the phone to a Pittsburgh TV station. I do not recall any of this. (A therapist I consulted after the fire informed me that one of the first functions to suffer diminished capacity following severe smoke inhalation is memory, along with speech.) But my next memory is being at McCarran Airport in Las Vegas trying to get home, and a policewoman was helping me into an ambulance. On arrival at Desert Springs Hospital, I was admitted for burns, shock, smoke inhalation and the other maladies mentioned earlier in my testimony.

Treatment lasted for one year following the fire.

That concludes the first part of my testimony, and it is by far the longest portion of my testimony.

Two years later -- almost to the day -- the thing I had come most to fear in my life occurred again. At 2:30 in the afternoon of December 8, 1982, a fire,the specific origin of which I do not to this day know for certain, swept through my home. My teenage daughter, Megan, and I, who were in another part of the house, escaped.. The Green Tree Fire Department, one of the many excellent volunteer fire departments in this county, reports that it was on the scene four minutes after the initial call was received. But just nine minutes later the five-bedroom house was gutted. Our family pet was killed, and 20 years of memories and belongings were largely destroyed. The speed of this fire, and the acrid black smoke, brought the nightmare of the MGM GRand Hotel blaze to memory again. The black acrid smoke is caused, I am told, by synthetics that make up the materials we find in our homes, our hotels, our offices, our hospitals. They are Poly Vinyl Chlorides, and when burned they give off a killing and debilitating gas. Look about you now, Congressmen. The chairs you sit on are synthetics, the drapes, the ornaments in this chamber...you can see the exit signs in this room now, but you won't be able to see them in the black smoke from a fire. When you go home tonight, or back to your office, look at the items around you. Close your eyes and realize this is how black it will be when fire hits. It will be black, it will be hot, it will be confusing, it will be suffocating. And you will have just seconds, or at best, minutes to save your life.

As I conclude this second part of my testimony, I stress that what I view as the most important part of my testimony is to come in this next brief section. It is the part that deals with the living, the aftermath of fire, and the callousness and bottom line, public-be-damned attitude and practice of some insurers. It is presented truly without rancor, but as documented fact of the treatment a supposedly regulated industry routinely gives to the victims of disasters such as fires. If there be any doubt about the veracity of my testimony, I will provide full documentation of every statement.

I was forced to use a cane following my return to Pittsburgh from the fire at the MGM Grand Hotel. Much of my clothing was destroyed in the fire, and I had no winter coat left. I reported into my insurance agent when I was physically able, trusting him to fill out appropriate forms. I complied with the directions to list each item lost by name, where the item was bought, when it was bought, the amount paid originally and the amount it would cost to replace it. This was turned into the insurer December 15, 1980. In spite of polite telephone calls, in which I pointed out that it was winter, I had no coat, let alone other items essential to life -- and that I desparately needed payment to purchase replacement clothing, it was not until March that I received payment. On a loss of $14,489, the total paid was $4327. The insurance company used a device called depreciation to lower their exposure; in spite of polite requests to see exactly what was depreciated, and by how much and what formula, I never received these documents. The insurance company used the time delay, and my discomfort, to bring me to my knees. It was cold. I needed at least a coat. After 4 months of waiting, I was willing to take anything. And it was only after I said that to the insurance company claims adjuster that I received the payment, such as it was. And it was only after I agreed for the sake of expediency to change my claim from fire loss to theft loss that the payment came through. The significance of that change escaped me at the time, but I since have learned that for some items there is a limit on the amount that can be paid for theft, while for fire loss the amount supposedly is for full value.

But the fire at my home made this first insurance matter seem like a dream. C.N.A. Insurance Company, and its representatives, have acted so cruelly and so without ~~any~~ human consideration that in any society -- and were they not protected by self-serving laws -- they would be [redacted] forced to discontinue business. I will briefly recount their actions, and lack of actions, taken by C.N.A. insurance company, its Pittsburgh Claims Manager, Elmer Mutschler, and its claims adjuster, David Cox.

The morning after the horror of fire had re-entered our lives, Mr. Cox, the adjuster, showed up at our home. With him was another man, who he introduced as Mr. DeCecco, and I quote, "our company's approved builder, Mr. Casey, he's the man we want to rebuild your home" end quote. Bear in mind that my wife had not even seen the extent of fire damage. We were both in considerable state of shock. All that we had was destroyed, except for the clothes on our backs. Literally. After entering the house, and seeing the devastation and ruin, we went to the home of a neighbor to meet with the C.N.A. representative and quote his approved builder end quote. That phrase was used by Cox six times that morning. Then, incredibly, the builder and Cox presented me with a pre-signed form that authorized this man's company to start work on the house and -- incredibly -- a Certificate of Satisfaction that stated repairs had been completed to my satisfaction and payment was to be made to this particular construction company...which, by the -ay, we have found out since is not a construction company but a smoke-removal company. I have both documents with me today, and I wish them entered into the record. I politely refused. Now, remember, two of my little girls, the 6-year-old and 8-year-old, had been put up at a neighbor's home the night of the fire. My wife and I were graciously accommodated at still another neighbor's home that night, and the 15-year-old daughter was at yet another home. All of us were sleeping in borrowed attire. When I asked Cox to advance us money to go to a hotel so we could be together as a family, he said, and I quote, well, you seem to be taken care of for now...the important thing is for you to sign these papers so we can rebuild your home quickly and get you back in it. End quote. This man then left. We not only had received no help, having lost literally everything and being truly homeless, we had received pressure to sign dubious documents.

I was forced to go into personal reserves of cash and to borrow to pay for a motel room so the family could be together. The costs for just five days in a moderate hotel was over $550! And you can imagine how it was to have five people jammed into one motel room.

In January, following calls and letters from two law firms, this company advanced my family $5000. I had submitted a budget showing our minimal costs for the next 30 days would be $14,000...just to provide items necessary to life, items such as coats for the children and adults, minimal clothing so the children could return to school, costs of lodging and food to be replaced that was ruined in the fire...things that were far from luxuries. I spent in excess of $20,000 over the next four months. When C.N.A. finally paid, we received just $7000. The phantom of depreciation had struck again. It seemed that even the food we were forced to buy at restaurants was depreciated by 50 percent...with the justification being that we would have had to eat anyhow, so they weren't paying for the whole amount.

On April 15, we returned to our reconstructed home... rebuilt by a builder of excellent reputation, Lifsher and Son. The claim had been in the hands of C.N.A. for 5 months, in exactly the form they had requested. We had received nothing. On returning to our home from a dwelling we had leased, my family had no drapes for the windows, no towels, no furniture and no adequate bedding. My family slept on the floor of a bare house. I called Cox and, after months of being polite, I blistered him. His reply, and I quote, Your claim's held up in Chicago, end quote. He then berated me for what he termed my impatience. At this point, I called on Pennsylvania officials for help. The state spoke with Cox and Mutschler, both of whom assured the state payment would be made shortly. This was the first of five broken deadlines by C.N.A. and these men. At a meeting in August of this year, Cox had the temerity to say that one of the reasons for his company's delay was that I had gotten the government involved. Incredible, but true.

Now, the bottom line: Cox and C.N.A. Insurance appear to have acted within the laws as they exist! If you read your own policies, the sections about payment, and times of payment, are ambiguous at best, and downright misleading and untruthful at worst.

To make a long story short, on a loss on Personal Property exceeding $100,000, with $94,000 insurance on that section of the policy, we received $62,000...in late June 1983, nearly seven months after the fire. Now, I might note that our policy was a Replacement Cost policy, which means that we are to be paid what it costs to replace items, not for their lower depreciated value. And Cox says C.N.A. will dothat... after Mrs. Casey and I dip into non-existent reserves of cash to come up with the $34,000 difference! To heighten the unfairness, all replacement must be made by December 8, 1983, we were told, under terms of the policy.

I submit that this treatment is outrageous...and, yet, it may be within existing laws. I am a man of some degree of intelligence, with a sound repoutation in my community and my profession, with a history of service to the public. I recently was accorded the honor of being listed in "Who's Who in the East." If I am treated like this, and others I have spoken with who have suffered losses from fire, what outrages must be foisted upon poorly educated members of our nation whose circumstances may be less than my own?

I respectfully submit for your consideration that this sort of treatment by C.N.A. insurance is an outrage, one that cannot be tolerated in the United States of America, by this company or by any other.

Now, for the concluding part of my testimony:

I ask that this Committee of the Congress explore formulation of the following laws on a national level, and I might add that those that pertain to insurance have been discussed with responsible members of the insurance community with extensive experience in fire loss:

* Smoke alarms be required in all guest rooms of hotels of more than one story, with tax credit or other incentive given to the industry

* Intercom systems be required in all rooms so guests can be told what actions to take. The system should be separately wired in the event the fire is electrical in nature and knocks out the building's central power system, as happened at the MGM Grand Hotel.

* Battery-powered emergency lights be required in the hallways as well as stairwells of multi-story hotels, again with tax abatement

* Floor maps in Day-Glo colors be required for prominent placement on doors of all guest rooms.

* Fire exit signs not only be required above doors, but also at floor level. (Remember, you don't walk out of most bad fires; if you are to survive, you crawl. And smoke rises, easily obscuring and readily blocking visibility of above-door exit signs).

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* Hotels be required to pressurize their hallways, as is required in many European countries, so flame and smoke can be contained.

I might note that these may be seemingly expensive, but I am certain that responsible insurers will lower premiums as their risk is reduced, thus partly covering the costs; and, of course, tax relief will be a further incentive.

* In residential dwellings, tax credits be given for purchase and installation of smoke alarms and installation of home sprinkler systems. Again, responsible insurers will lower hazard coverage premiums, I am confident.

In regard to hazard insurance, the following is the minimum that must be accomplished to prevent abuse by irresponsible insurers and/or their representatives:

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* That hazard insurers be required by law to advance payments for loss of use within six days of a loss. The formula can be determined by setting forth a portion of the insurer's "Reserve Figure," the amount they must set aside under existing laws when the initial loss figure is set by the claims adjuster.

* That unless a company settles in good faith, within 60 days of a claim submission, the company be compelled to pay interest to the insured at the rate of Prime plus two percent.

* In the case of Replacement Cost insurance coverage, the insurer be required either to advance the difference between the depreciated amount and the Replacement Cost, or the company's full faith and credit be used to allow homeowners to replace items, with the company paying the supplier direct within seven days of the submission of an invoice.

I fully realize that the insurance industry is considered to be a powerful lobbying source on the national and state level, and I tend to believe the industry's claims about the contributions it has made to our nation, both in terms of employment and investment. But it is abuse of systems that historically have cried out for national intervention, at least so that the industry can begin to police itself and its miscreants so the public can be served.

Finally, my family and I wish to thank you for your attention and patience, and your invitation to appear before this Committee -- and to thank you for holding these hearings on this most critical of subjects. Copies of my testimony are being provided you, and I stand ready now, or in the future, to provide you with any insight or facts that may help the Committee, and the Congress.

Thank you.

Mr. Chairman?

Mr. WALGREN. I appreciate that very much, Mr. Casey, and I certainly appreciate the range of your testimony and particularly the insurance part. Sitting here listening to your experience in the fire makes things very real.

We sit at home with our families without thinking that things will happen, and they will happen fast, and, in fact, if each of us look at our homes, I know I can find instances where I have been derelict in taking the least precaution of action, including the replacing of a battery in a smoke alarm. And if I am that derelict, obviously individuals have to give more thought to what they might be suddenly confronted with, and I do appreciate your testimony dramatically making that point.

We are quite compressed for time, and we have some witnesses that do have time problems. Let's go to Mr. Keicher, and if I could ask you to summarize and communicate as efficiently as you can, it would help the flow of the hearing at a later time.

Mr. KEICHER. My report is strictly based on an experience that I had at home. It was a fire that was initiated by myself as a result of an uneducated background with fire, and I will just keep it brief.

One quick note I want to make before I get started is that the reason why I agreed to come here and speak for the committee was whenever I was asked by Frank Mason, the fire inspector for Penn Hills, I thought first I was embarrassed, and then I realized something. I had spoken to a number of nurses at the hospitals. It was a holiday weekend. The situation in which this fire occurred was somewhat surprising to them, and I will just take it from there. This is why I think this is important for you to hear.

On Sunday, September 3, at 9:30 a.m., I just finished painting my garage. I had taken my paint brushes, pan, et cetera, to the laundry room. And since I saw the paint thinner, I decided to use gasoline as a cleaning solvent. This wasn't uncommon for me. I had done this other times with paint thinner and with gasoline.

After about 5 minutes of cleaning, I was finished. And in turning to step out of the room, I left a gas can—it was one of the round 2½-gallon cans with a nozzle—I left it open; it was sitting with the nozzle open—I just turned around for a split second and a fireball erupted.

Obviously, it was the gas water heater. That is the only thing it could have been.

Mr. **Walgren**. There was a gas water heater in the vicinity?

Mr. **Keicher**. Right. It was about 3 feet away.

Mr. **Walgren**. So fumes from the can were——

Mr. **Keicher**. Were ignited by the flame. I used hot water in conjunction with cleaning the brushes, and obviously by using the water it caused the water heater to, you know, ignite and heat up more water.

My immediate reaction was that I had to get that burning can out of the laundry room. I grabbed it by the sides and I ran approximately 27 feet through my laundry room to the gameroom, through the downstairs hallway and to the doorway which goes right into the garage. It is a two-car garage, double doors.

I was screaming the whole time in pain because it was intensely hot, and it was burning me. It had singed my face and it had burned my hand, and I just threw it into the garage.

At that point, I will just mention that I had—the pain was enough that I had slammed into the wall with my right shoulder, an outside corner in my gameroom, hard enough that it spilled some gasoline on the floor, burned the paint on the wall at that point, and I didn't even feel it. I didn't even feel it. I didn't even realize I had done it.

It wasn't until a few days later the pain of the burns was out of my hand, and the pain in my shoulder, and first I thought it was pain that was commuting up my arm but it turned out that what it was was that I had hit the wall. There was evidence on the floor and on the wall to prove that I had done it.

At the point after I threw the can, my wife and brother-in-law had converged on the scene. My right sleeve was on fire. My wife threw a throw rug over my shoulders and I rolled on the floor, which put that out. She ran into the laundry room, took some burning clothes, some burning throw rugs, threw them into the stationary tub and dowsed the fire with water.

I, myself, ran upstairs with my brother-in-law, around through the house, out the back door and got the garden hose out, and he ran around the side of the house and started spraying a light spray on the fire. Most people feel that fire of a chemical nature, electrical nature, is not to be controlled with water. But if you use a light spray, it chokes out the oxygen. He kept it under control. My neighbor came over and I asked him to call the fire department, which he immediately did.

The gas can sat on the garage floor. It was spewing out a stream of gasoline which was about 6 feet long to the drain in the garage, and it was on fire. My wife and my brother-in-law took turns spraying that fire for about 10 or 15 minutes before the fire department arrived. The firemen observed the fire for a few minutes and then decided to walk right up and pull the can upright, which I think was extremely brave of them.

One of my biggest fears about carrying that can while it was sitting in the garage was that that thing was going to explode at any second. Fortunately for me, the can was pretty well full when I picked it up. I may have used about a quarter of a gallon out of 2½ gallons.

So there was no danger of explosion when I had picked it up. To be honest with you, I hadn't thought of that when that situation arrived. I just thought to get it out of there.

At that point, there was an ambulance there, and they wrapped my hand, put me in the ambulance and gave me intravenous fluid of some nature. I am not sure what it was. I was really surprised. I thought that under the circumstances I would be just driven in a car to the hospital. I did not expect the burn to be that serious—which is another point I would like to make, the seriousness of a fire burn. I had no idea.

I was taken to the hospital. And when I arrived at the hospital, they gave me an 8-gram shot of morphine, which wasn't enough, and then another 5-gram shot of morphine, which finally stopped the pain. I had a number of X-rays and checks, et cetera, and the nurses took very good care of me.

My wife had two second-degree burns on her fingers. My burns existed of a deep second-degree burn on my wrist and several across my hand and fingers. I spent 2 days in the transitional care unit at the East Suburban Hospital and then I spent 8 more days in physical therapy, which consisted of a whirlpool treatment in which the purpose was to loosen the burnt skin and to speed up healing.

Again, my major point for being here is that I feel that I was uneducated as to the dangers of what could have happened. And, honestly, I think people were being polite when I tell the story. But for the most part, a lot of them were surprised also at the fact that the seriousness of the burns, the danger of infection is very serious. I was handled with rubber gloves and quite a bit of betadine, which is an antiseptic used against infections. Hopefully, this testimony might help you out.

[The prepared statement of Mr. Keicher follows:]

FIRE ACCIDENT STATEMENT

by

Alan J. Keicher

On Sunday, September 3rd, at 9:30 AM, I had just finished painting my garage floor and had proceeded to the laundry room to clean the paint brushes and pan. I had used an oil based paint and since I was out of paint thinner, I had decided to use gasoline as a cleaning solvent. Since my wife and I have a new home, I have done a great deal of painting and staining using a great deal of paint thinner and even gasoline once before in that same laundry room, so this wasn't an uncommon practice.

After 5 minutes of cleaning, I was finished and had turned to step out of the laundry room, leaving the open gas can on top of the washing machine which is no more than 3 feet from the gas water heater. Almost instantly after turning away, the gas fumes were ignited by the gas water heater, creating a small fire ball.

My immediate reaction was that I had to get the burning can away from the natural gas lines in the laundry room. I grabbed the can on the sides with both hands and ran, screaming in pain, approximatly 27 feet through the laundry room, game room, and lower landing and threw the can onto the garage floor. While running, I had rammed my shoulder into an outside corner of the gameroom wall, but did not realize this untill a few days later when my right shoulder caused greater pain than the burn wounds.

My wife and brother-in-law had heard the screams and were at the lower landing when I arrived there. Almost immediatly after throwing the can, my wife threw a small throw rug over my shoulders to put out a fire on my shirt sleeve. With the rug on my shoulder, I rolled on the floor, smothering out the fire. She then ran into the laundry room and threw a few pieces of burning cloths and throw rugs into the laundry tub and doused the fire with water. It was at this point that she suffered 2 small 2nd degree burns on 2 of her fingers.

The gas can sat on an empty garage floor at an angle, with a steady stream of gas pouring out, creating a stream of fire to the drain which was about 6 feet away.

At this time , my brother-in-law and I both ran for the garden hose at the back of the house which he unwound and extended around the side of the house to the garage entrance. While I was at the back of the house, my neighbor, who had heard the screams, had come over to help and then ran immediatly back home to call the fire department.

My wife and brother-in-law took turns keeping a light spray of water on the fire while standing behind the garage piller. This kept the fire under control for 10-15 minutes at which point, the firemen had arrived, observed the fire for a few minutes, then sat the can upright which put out the fire.

I knew that I had to go to the hospital, but was suprised when an ambulance ride with intervenious fluid was neccesary to protect ageinst shock and fluid loss. The pain was strong enough that when I arrived at the hospital, 2 shots of morphine (8 and 5 grams) were administered. I spent the next 48 hours in the transitional care unit at East Suburban hospital and 8 days after that in physical thearapy as an out patient.

I was very fortunate that I had only suffered a deep 2nd degree burn on my right wrist and several 2nd degree burns on my right hand. The garage doors were both open and 2 fans were on at full speed to dry the paint-again I was fortunate since this prevented excessive smoke damage to the house.

Reflecting back on this incident, I realize how uneducated I was to the danger of combustible chemicals, includeng paint thinner, and to the serious nature of burn wounds.

Mr. Walgren. Well, you know, from my point of view we can consider that there are various aspects of fire prevention abstractly, and in Washington it has been called—it is removed from the country—and what I appreciate most about your testimony is the concreteness of the personal experience, because if we are not motivated by that, then we are being too abstract.

So I appreciate both of you having come in that sense in that you have given us a good grounding in what the immediate experience is.

In the interest of time, I have nothing further.

Mr. McGrath?

Mr. McGrath. Mr. Casey, on your problems with your insurance company, do you not have a plain language law here in Pennsylvania?

Mr. Casey. No, there is not. I know New York and some other States have that. But, no, we do not have that. We would love to have that one.

Mr. McGrath. Thank you.

Mr. Walgren. Thank you very much.

Mr. Walgren. Let me jump in the order of the witnesses that we wanted to cover because of consideration of Mr. Burns' time. If I could call Bernie Burns of the Pittsburgh Firefighters Union.

Bernie, let me ask you to just proceed. I am going to make a very quick phone call, but Mr. McGrath will take care of the honors, and I will be right back.

STATEMENT OF BERNARD BURNS, PRESIDENT, LOCAL NO. 1, PITTSBURGH FIREFIGHTERS UNION

Mr. Burns. First I want to thank you for taking into consideration this hearing. And I also want to thank the other people here who testify. I will be very brief.

The Federal Government, from my understanding of what we wanted to find out here today—were areas where they could help the firefighters. And trying to be brief, I think they have to keep funding the National Fire Academy up in Emmitsburg, Md., because I think they are training people in the areas to prevent fires and also to detect arson-type fires.

Then there is an open learning program through our international where firefighters can receive bachelor's degrees in fire sciences, which I am happy to report one of my members just received his. Then in the area coming up with improved air masks for the firefighters and the protective clothing. But I do believe they should get into some type of study to determine the size of man rates.

In other words, as you know, in our occupation—we are not proud of this—it has the highest death rate per thousand in the United States accident-wise. We have the misfortune of being No. 1. We feel that if Congress is studying all the problems, if they could come up with some type of formula for, say, a safety number of what was required on age rate.

Now here, to go into our own area, here in Pittsburgh the union has a public education program. We appeared before PTA's, various civic groups. Now this week, we participated in the naming of a Miss Fire Prevention Queen. We have demonstrations going on down in the Market Square area here of the city every day, and we take part in the Sesame Street program.

But also through our international and through the Muscular Dystrophy Association, our international has a pilot program. Pittsburgh was chosen as the first city to do this. And the purpose of this program is a program where handicapped people can be left at home and the family doesn't have to worry about their safety.

What it is, it is about the size of a telephone book, a box, that is tied in to the telephone, and then in each home there is smoke detectors and each patient has a hand device, and if there would be a fire in there and if the fire would be in the area of, say, where the smoke detector wouldn't reach, they would push this button and that transmits an alarm to our fire office.

Down there, each one of these phones have a number, and there is a printout in the computer that gives all the information of where the building is located, where the individual handicapped person is located, and I understand now—when Muscular Dystrophy did this, when they came into the city of Pittsburgh, they didn't just take M.D. patients; this was for everyone.

I understand there are Federal programs where you can secure this money, and I was wondering if they would take that into consideration, a program like this, if people request money for this type of program.

But I want to be brief, but I don't want to infringe on any of the others. I have a prepared statement that I would be only too glad to leave with you.

[The prepared statement of Mr. Burns follows:]

Pittsburgh Fire Fighters Local No. 1

ORGANIZED
SEPTEMBER 11, 1903

BERNARD R. BURNS, President
5308 KEYSTONE STREET • PITTSBURGH, PA. 15201
Squad Co. No. 2: 682-9901 Residence: 781-2046

JAMES BAYSTER, Recording Secretary
4024 BRIGHTON ROAD • PITTSBURGH, PA 15212
Squad Co. No. 1: 564-9028 Residence: 734-1741

Over the years, the International Association of Fire Fighters (IAFF), AFL-CIO-CLC, which represents approximately 170,000 professional fire fighters throughout the United States and Canada, has taken an active part and a strong interest in encouraging a strong federal role in establishing and supporting programs aimed at reducing fire losses in this country. In 1969, when the federal government first turned its attention to our serious national fire problem and appointed a National Commission on Fire Prevention and Control, then - IAFF President Howard McClennan was privileged to serve as its Vice-Chairman.

The Commission's finding at that time led to one conclusion, "that we needed federal leadership and assistance to keep fire prevention and control abreast of modern demands on the fire services, if the magnitude of losses to fire, in life and property, experienced in the United States were to be reduced." In 1974, Congress responded to the Commission's findings and the crying national need by enacting the National Fire Prevention and Control Act, initiating a federal program administered through the U.S. Fire Administration and working in cooperation with and in support of state and local fire programs.

With the United States continuing to experience on of the highest rates of fire deaths and property losses among industrialized nations, the need for federal focus and assistance remeins as strong as ever. Federal assistance activities must be continued and expanded if we are to bring our national fire problem under control.

In the area of education, the National Fire Academy represents the progress that has been made to-date, with its programs that seek to advance the professional development of the fire services and other professionals engaged in fire prevention and control activities. The National Fire Academy is the only program of its kind, offering comprehensive training to all fire-related personnel. Only through such a program can we hope to make the strides in the education and training of fire- related personnel needed to significantly reduce fire deaths, injuries and property losses in the United States. The Academy should continue to receive federal support and its programs should be expanded.

As part of the training efforts of the National Fire Academy, the IAFF is particularly supportive of the Academy's only higher education effort directed specifically toward fire fighters - the Open Learning Fire Service Program. This grant program provides fire fighters in all 50 states with the opportunity to earn a bachelor's degree in fire administration and fire prevention technology. We believe that this program is a critical component for increasing the level of professionalism of fire service personnel. The program offers a means to professional development available nowhere els, and it should continue to receive federal support.

Another program which the IAFF takes a particular interest in, is apprenticeship training. This program, managed by the IAFF in cooperation with the International Association of Fire Chiefs, provides support for the development and tracking of basic fire training and related work in cooperation with municipal governments. The program is vital to the fire services and federal support and funding should continue.

In the area of public education, although steps to advance public awareness have been taken, an appalling lack of knowledge of the seriousness of the national fire problem continues to exist. A stronger federal role is needed, so that the public can play an active role in the alleviation of this nation's fire problem.

Research activities are another vital component in the fight to reduce America's fire losses. In our view, research efforts in the area of fire fighter safety and health are one of the most important programatic areas requiring strong federal assistance. Fire fighting is one of the nation's most hazardous occupations, with the highest line-of-duty death, injury and illness rates. While some progress has been made in the area of fire fighter safety and health research receiving federal assistance, we must nevertheless stress the absolute necessity for continued and expanded support if the unacceptable death, injury and illness rates among fire fighters are to be reduced.

While federally assisted projects have developed and are testing model protective clothing in the field, research efforts toward developing a model breathing apparatus should be advanced, directing efforts toward the development of lighter, longer-lasting apparatus and improving audio-visual capabilities and fit of face masks. Especially important is continued federal support towards the development and testing of close-circuit breathing appartus. Research and development of specialized protective clothing to deal with exposures to taxic substances and chemicals must also be furthered.

Other fire fighter occupational health and safety research priorities in need of federal support are: development of a standarized medical protocol for the treatment of injured fire fighters, so that all fire fighters might receive the highest quality medical care possible when they are injured; and research and development of improved equipment, such as ladders and ropes, so that problems and tragedies resulting from breakage can be eliminated. There is also a need for research into occupational stress and its impact on fire fighters, and a great need for research into the impacts, dangers and possible protections for fire fighters from burning plastics, exposures to carcinogens and other toxic substances.

Another area of research which we believe paramount to the improvement of fire protection delivery systems in this country and which requires federal support and assistance is the study of the numbers of personnel assigned to engine and truck companies, so that safe and adequate manning levels can be determined.

In closing, let me state that, yes, America is still burning today. In this statement, we have pointed out some of the ways in which the federal government can assist in bringing the nation's fire problem under control. We thank you for this opportunity to express our views on behalf of the International Association of Fire Fighters and its members.

Respectfully submitted by

Bernard R. Burns

Bernard R. Burns
President
Pittsburgh Firefighters
Local Union # 1

Mr. McGrath. Thank you, Mr. Burns.

Let me ask you first: How many men do you represent?

Mr. Burns. There are 1,090.

Mr. McGrath. Regarding the manning, is that a non-negotiable item in the contract?

Mr. Burns. No. In Pennsylvania under the Arbitration Act, you can't negotiate what they call a minimum manning. You can for safety factors. I just had a case here in Erie. A minimum manning is not negotiable under our Arbitration Act.

Mr. McGrath. How many men do you have on some sort of a pumper or——

Mr. Burns. Pumper, three.

Mr. McGrath. How about a ladder?

Mr. Burns. Three. It is a serious problem.

Mr. McGrath. Sure.

Mr. Burns. This is what I am saying. And, as you know, I heard you saying your brother is a firefighter of New York, and you have a brother-in-law that is a volunteer. It has come today of priority. You only have so much money to spend. And this is what I am saying, is the fire services suffer. Like the gentleman said, the chairs we are sitting on right now, they are all right but you heat them up.

Now, when we get into a fire and you take firefighters and you get overhauling purposes, after the fire is out and the smoke, you can get just as much contamination when there is no smoke, and they are just moving it around.

Mr. McGrath. Let me ask you another question. Obviously there are studies going on with the National Fire Administration and others which give information to the local firefighter regarding how to safely handle fires with PCB's and everything else. How do you get that information?

Mr. Burns. Through our international and through the different State associations, the State Firemen's Association, the Western Pennsylvania Firemen's Association. People communicate with one another, and if they receive something, they will pass it on to us.

Mr. McGrath. So you don't feel there is any dissemination problem from studies that may be going on from the national or State level?

Mr. Burns. No, I don't think we have any problem there. Our international is quite active in this level.

Mr. McGrath. I understand.

Mr. Burns. And they get this out to us.

Mr. Walgren. We appreciate your coming and we will see you soon. Let's then go back to the sequence that we had tried to set up for this hearing, and I wanted next to give an opportunity for the county of Allegheny to talk with us a little bit about the county fire program.

We have a county fire academy in Allegheny County. Allegheny County, of course, is broken down between the city of Pittsburgh, which is a professional base, and the county as a whole with another 160 or so municipalities, many of which each have their own voluntary agencies, and so there is a real difference in terms of how the communities protect themselves from fire.

Representing the county commissioners is the county chief of the fire academy, Moe Parker. And we appreciate your being able to be here and give some thoughts to us, Moe.

STATEMENT OF MERRILL "MOE" PARKER, CHIEF OF ALLEGHENY COUNTY FIRE ACADEMY

Mr. **Parker**. Since we have a shortage of time, I will just take certain things. To bring Mr. McGrath up, the Allegheny County Bureau of Fire Training was established in 1970, 3 years before Pennsylvania got into its beginning.

Now, the Allegheny County Commissioners is for the purpose of training volunteer trained industrial and security firemen in the latest fire fighting techniques. The first director was the past city of Pittsburgh fire chief, Harry Carol, and since then there have been two directors and county fire chief.

So to give some of the highlights of the academy, in 1973, when Director Paulson was appointed, 32 classes were offered, and it was 4,091 firemen that took advantage. There was 1,001 State and county certificates issued through the academies. These were State programs that are recognized by the State of Pennsylvania, though in 1974 there were like 3,447 firefighters and 1,116 State and county.

Now, we also issued 1,440 EMT certificates. In 1974, when the county commissioners approved the EMT program, it was actually taught at the fire academy. It was a program that was being dropped on account of money and Captain Paulson, the director, he picked up all the programs through the fire academy and kept it going until it was turned over to community college.

In 1975, there were 4,800 persons trained; 1973 were 3,300. In 1976 the academy changed to a fire chief instead of a director. And Chief Boyd was put in charge to run the academy. In 1977, there were 3,800 and 1,388 certificates, and then in 1979, 5,900.

There was an outreach program started. We started to go into the fire companies to begin training the firefighters. It was better to send one instructor or two instructors to the fire companies instead of having 40 and 50 people and all that, so it worked out very good.

So far this year, if you take 1980 was a big year. More people want the training because there were more different things coming up, more highway accidents, more oil spills and all this. So in 1980 there were 7,538 firefighters attended, and 2,148 received county and State certificates, and we got into the fire brigades. We had 232 firemen trained from fire brigades, put on programs all year. It is a 12-month operation. All the money is given by the county commissioners.

We have a budget out there. But due in 1983, say, instead of going back to all of them, so far we have trained 4,515. And there is 1,554. Now our fall programs, we have 14 going plus 8 outreach. One of the programs that was taught the 8th and 9th of September was one of the ones from the National Fire Academy, arson detection.

We had that, though the State put a program on through the fire academy last fall where we had almost 75 who took a 2-day course at the fire academy. We have had very few Federal courses here.

Mr. WALGREN. Why is that?

Mr. PARKER. Well, we were limited from one a year from the State fire academy, which they have the whole State to take care of.

Mr. WALGREN. So they apparently are only given a certain number——

Mr. PARKER. Only certain numbers.

Mr. WALGREN. And when you pass that down, there is not a broad presence of the Federal program here in our academy?

Mr. PARKER. We are only 186 miles from Emmitsburg. For Allegheny County, the paid firemen, if their budget allows them to go or their fire company, the city of Pittsburgh, the county of Allegheny, I know in the county they send the fire marshal's office, but a lot of those programs are 2 and 3 weeks.

The actual volunteer firemen cannot take 3 weeks away. It has to be local. We need more programs that are going to be right in Allegheny County or closer. Even though we are 4 nights, Friday night is the only night that the firemen wants to howl, I guess, but Friday always seems that is a bad night unless it is a special program that you might only come down the pike once or twice a year.

But I do believe that we have to get on-hands training and another thing is, you build an academy, and then people move in. In 10 years they want you out of there. That is a very serious thing. All fire academies are getting pressures from the people who move in after the academy was there.

When this academy was started to be built in 1970, you couldn't see a group of three houses that surround a 3,200-acre park out there. Today they are just pushing you in, pushing you in, and every time that you have a fire that you use chemical, any kind of hazardous material, the phone rings off the hook, you are answering letters and everything.

There should be something to say that a fireman should have a place to practice. They shouldn't have to go and practice on your home. They should have the practice before they go to the fire. And I know the firefighters in Allegheny County would appreciate any kind of training that we could get from the national fire right in this area. It could not afford to take 3 weeks of their own time to go to Emmitsburg and practice every year.

But they need hands-on training. Standing there and putting water on is a thing of the past. They have to go in where the fire is.

Mr. WALGREN. Let me ask you, you recited some large numbers there. What percentage would your estimate be of people who might be responding to fires, volunteer firemen in many of the outlying communities, what percentage of those individuals would have had what you would consider adequate training at our county fire academy?

Mr. PARKER. Well, in Allegheny County there are approximately 253 fire companies. And at any given graduation, a minimum of 128 fire companies has graduated somebody in that class there. So

I will say that probably 231 fire companies out of 253 have really come to the academy and trained.

But I will say that probably we have a recordkeeping that I would say has around 6,000 volunteers that have actually come to the academy since 1973.

Some have participated in 15, 20 programs. But I will say there are around 6,000 actually out of the 30,000 in Allegheny County that actually come to the academy and train.

Mr. WALGREN. 6,000 out of 30,000?

Mr. PARKER. Yes; I think on shortness of this meeting I will just—but if you want any records of it, I could leave this here.

Mr. MCGRATH. Mr. Parker, I come from a fire prevention oriented county in New York, of Nassau County, where we have a fire academy, which all of its departments within the county are required to, at least, have all their people put through a course at this academy.

And in relation to the EMT program, they are required to go ahead again after that and become emergency medical technicians, which is done through the local hospitals.

Let me ask you a question: You mentioned last year there were 14,000 spills of hazardous materials in this county. Who is in charge, the police or the fire?

Mr. PARKER. Well, the way you want my opinion, if there is a fire, the fire chief is in charge, and if there isn't a fire, the police chief is in charge. If there is a fire, the fire chief is responsible for that disaster, I believe. That is just my opinion. Because if there isn't a fire, that police chief I guess is responsible.

Mr. MCGRATH. Let me ask you one further question. Are all the call and communication signal systems tied into one——

Mr. PARKER. No; that is not—in the city of Pittsburgh they have 4,911, but in the county there might be a few because we have——

Mr. MCGRATH. Each company then has its own dispatcher?

Mr. PARKER. Well, we have some areas in the county, we have Shaler that maintains 26 companies. We have Kane Hospital that has 26 right now, but they are going to be split up into 2 fire companies by the 1st of February, but actually communications is how each fire company, you are alluding to in some areas you get the fire chief's wife and she calls out 10 people. You never know. There is no uniformity.

Mr. MCGRATH. It is a tough problem.

Mr. PARKER. That is a very serious problem in Allegheny County because you take a township like Ross Township has six fire companies. They might have four Maple Avenues, and you might have five different telephone exchanges, 136, 346, 332, 313, and if you would call and say, "I live on 301 Maple Avenue, send the fire department," if you hang up, you don't know if they will ever come.

You don't know what part of town they live in Ross Township. They might live near the city line. But all they do is alert the fire company and hope they arrive. I think it would be a very good asset to a community like Allegheny. But you were probably talking in very big dollars who will pay the bill.

Mr. WALGREN. Let me ask, do all our Federal contacts come through the State?

Mr. **Parker.** I will say, but we also get a lot of things from the Federal, the programs for the year and things like that there. But the State is the one that we are accredited for fire school through the State. We put out State programs, and they offer what they can. I guess they have to split it up among all the districts in the State.

Mr. **Walgren.** So you have no direct availability for programs from the Federal Fire Academy except as they come through the State fire commission?

Mr. **Parker.** We also get some of the communiques from the National Fire Academy. Like, when the programs say they sent them out in February, we get a letter stating what is going to be put on.

But I know when the applications are received, there is such a lot of people going there that you got to really be able to get into those classes. There are a lot of people that cannot get in when they are available for. I know, I talked to the fire marshal from McCandless, Richey Wagner, he tried to get in the beginning of last year, and I think he had to catch the last program because they were all filled up.

Mr. **Walgren.** And that is on the in-residents programs, but there is no real presence——

Mr. **Parker.** No.

Mr. **Walgren.** Thank you very much. I certainly appreciate your being here on behalf of the county and particularly Commissioner Forester, and we are certainly proud of the work the county does in that area. We wish we could be more helpful.

Let's then turn to a panel, Richard Bland, who I mentioned at the outset was the Chairman of the Commission that wrote the original 1973 "America Burning", and Charles Henry, the Pennsylvania State fire commissioner. We appreciate both of you gentlemen coming to join us today, and Mr. Bland has been a witness in Washington last year. We do appreciate seeing you again, and, Mr. Henry, we are glad you are here.

Let me start with Mr. Bland and ask you to give us your thoughts about where we are on the national level and how you see us having made some progress and what progress we have yet to make in view of what we set out to do in 1984.

STATEMENTS OF RICHARD BLAND, FORMER CHAIRMAN OF THE NATIONAL COMMISSION ON FIRE PREVENTION AND CONTROL; CHARLES HENRY, PENNSYLVANIA STATE FIRE COMMISSIONER

Mr. **Bland.** Thank you, sir, for the privilege of being here, and Carrye, I want to admit to you that I do not have a page 8 in my submitted testimony, which proves I do not know how to run a Xerox machine. Sorry about that. What I have done, Congressmen, is submitted written testimony, sans page 8, and what I would like to do in the time I have got here is to address some questions that seem to continue to arise. You may do whatever you wish.

Let me first make some observations. I am worried about "America Burning", the report of the National Commission of Fire Prevention and Control, because it is an aging document. I think you have to look at its history now.

It is pointed out that the 1974 Fire Prevention Control Act, established a section within the Federal structure that we called the U.S. Fire Administration, and there was a rather interesting document, and in that document the researcher described USFA as puny at birth, than subsequently the author said it suffered from malnutrition, and had a complication that came from unsettled in both its internal and its external conditions.

Then an organization [1] took the poor child to a new home, and as I look back on this year, it nearly died. Much of the credit for the survival of the USFA and the Center for Fire Research at the Bureau of Standards rests with you gentlemen and your committee. Frankly, I am here in your debt for that to talk a little bit about what we may have to do to keep our child alive.

Another observation, no Presidential administration, including the one which signed USFA into legislation, has been actively supportive of a Federal focus on fire. I personally see no coalition of industry, government, or the public which has the potential for what I would call an influential advocate on its part, and that is the question. Is there a fundamental flaw in supporting the Federal focus on fire? Is there some fundamental flaw in that argument?

Now, the position that has been taken against such a foe seems to be of generalized concern. They don't speak directly to the problem of destructive fire.

Examples would be fear of concern for adding another agency, for what I call the "growth imperative" once a growth [2] gets into the bureaucracy.

All of us here recognize the significant and widely distributed efforts at the Federal Government level in this matter of fire, and I think as Congressman McGrath pointed out, we recognize it too as a problem. We know it is real.

It is an expected reaction, and I have to admit that there are elements within what I call the private sector that would be impacted if we significantly strengthened the Federal evidence.[3]

I suspect that any administrative problem like that is common to any government or any kind of government activity who tries to improve its effectiveness or efficiency. I think there must be control somewhere, either in the authorization proposition process that would allow the Government to, the Federal Government, to control the growth imperative, if that is the position.

When I look at these arguments, they always seem to kind of coalesce into about three, which says fire is a local responsibility; second, we must decrease the budget deficit of the United States; and the third thing primarily associated with fire research says the private sector will handle it.

Now, the contention that fire is a local responsibility strikes me as possibly just simply as amiss at the same time of the fact that fires and fire damage are local occurrences, and, therefore, they must be controlled, the damage must be controlled at the local level.

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[1] In lieu of "organization" insert "reorganization".

[2] In lieu of "growth" insert "agency".

[3] In lieu of "evidence" insert "role".

I certainly cannot argue with the fact that fire is not a local occurrence. I cannot argue with the fact that the extent of damage is highly time dependent. Fire happens unit by unit, and as it did earlier in the testimony, it happens at places where we work and where we live.

There are parallels, gentlemen. It is a vehicle against a vehicle. Cancer is an individual problem, it happens individual by individual. Yet few of us would argue that the Federal Government should stay out of that business because it is an isolated case, a one-on-one case.

There seems to be something unique about the fire problem. We could argue, that because of fires scientific complexity it is its engineering and economic impact, its threat to our resources, because of the constitutional right for the public safety, and above all, simply humane concern, destructive fire loss management cannot be viewed as solely a local responsibility.

Relating to the Federal deficit, we all agree that it must be reduced, but we are asking at what price a reduction?

The third contention is that the private sector can handle the matter. I am not at all that sure what the proponents of that argument view as the private sector. I would be interested if any of the witnesses here have an input to that.

Certainly, the matter of loss experience indicates that the large dollar losses are in the industrial and commercial items. That I would define as being within the private sectorment. The largest life loss is in the one- and two-family homes. I don't think we would find a disagreement with the one- or two-family home—that was the fourth amendment to the Constitution—is a private matter.

Raised earlier was this question of the impact of the underwriting in this problem, the insurance company, that industry. That certainly is in the private sector, but has a great deal of governmental regulation. The governmental regulation goes in two cases, one to insure the Government maintains its solvency and makes profits.

The second part of the Government responsibilty is that it be fair to the customer. It is a consumer problem.

But at the very bottom of that, the Government takes the position that everybody has a right to insurance through such things as the Fair Plan. So that is a case of private industry influenced by governmental legislation and that legislation is primarily at the State level.

Now, history would indicate that the private sector is not willing to take care of the matter. We are here because of Fire Prevention Week; and in 1871 the McCormick Harvester[4] went down in Chicago because the private sector does not take care of the matter. And for 100 years, we have been struggling for this to stop. What that ends up being, in my view, is moralizing, and we are moralizing on this issue of the private sector's responsibility for public safety.

History would indicate that we end up with what we consider an reasonable[5] risk and unnecessary suffering. We have to admit that governmental influence is sometimes, in my view, overdone. But the United States' insistence on property standards, enviornmental protection, maintaining an NRC, emphasizing reasonable safe working conditions, certainly does contribute to a better environment.

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[4] Add the word "Works".

[5] In lieu of "reasonable" insert "unreasonable".

So I am searching for a substantive argument against a Federal focus on[6] fire. Very frustrating, and I can't find it. So I am left with another question. That question is: Are the issues associated with fire loss management so complicated by vested interest, misconception, local economy, that they cannot be productively addressed?

Gentlemen, there is far too much at stake here, and there is far too much potential for mitigating this loss for me to be what I will call Jeremiah about it. We got to get at the task, and what I think we need first is a champion from within Government.

I grant to both of you men in the Congress that there isn't much of political visibility associated with the fire problem. The champion that we are finally going to find within the government we will just have to believe. He has got to believe that there is a potential for significant fire loss reduction and he will have to believe in the necessity for a Federal role in accomplishing that reduction.

That champion or those champions will have to be willing to counsel, they will have to be willing to protect, they will have to be willing to encourage a constructive effort within the Government structure. When I was thinking about this on the way down, I was thinking we have the boll weevils, we have the gypsy moths, could we get together the fireflies? Maybe you guys could work on that.

It is a northeastern-southern problem in the United States. California has its unique kind of problem. So come up with the fireflies. Suppose we find the champion? Then there are some things that we in the fire community, the gentleman on my left who I have much respect for, Chet Henry, people who I have worked for for a number of years here in the State of Pennsylvania, we are going to have to get our act together if we can find this champion.

We are going to have to follow a strategy of what I call test and learning. There are not going to be big breakthroughs; and, Congressman Walgren, you and I discussed one time it will probably be 20 or 30 years before we ever see a significant impact. Nothing is going to happen quickly. The problem is too well established and ingrained in the social structure.

The scientific and engineering community, Government,[7] private,[8] broad, and technical unit,[9] The teaching community will have to translate that, and we have spoken to that issue, and disseminate that knowledge.

We are going to have to find a valid predictive data system. That will have to have its source at the local level. An interesting aspect there, you see, is a nonfire[10] is sometimes more interesting technically than the record of a fire; I don't know why it did not get bigger than it did.

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[6] In lieu of "on" insert "for".

[7] Add "and".

[8] Add "must generate".

[9] In lieu of the "unit" insert "base".

[10] After nonfire add, "A nonfire".

That is what you are after. Behavioral sciences, I think your work in California, Congressman Walgren, out there with those people, they have to provide us guidance. They have to show us ways in which we can impact attitudes, and there is a continuing public capability. I don't think we kid ourselves. It is going to have to impact across that total community.

Legislative bodies will have to review the fire law. In many cases just a qualification [11] is necessary just to get some consistency and understanding. We are going to have to get out of that law [12] an objective counterproductive structure, guidance that is acceptable of accepting change in a knowledgeable [13] way.

An example here would be what I call soft code enforcement. That has got to be recognized as an instrument for a loss improvement. But most importantly, we will have to find ways to accomplish these goals consistent with resources. Also a great deal of consideration is going to have to be given to what I will call risk-versus-benefit.

We are going to incur this much more risk. As a result of that, what benefit will or will not occur? I would add to Chet Henry and to the fellows behind me, the American fire service is going to have to quit preaching to the choir before this is over. I remain certain, absolutely certain, that fire loss can be significantly reduced at what I call the current state of the art. I was certain of that. I was 10 years ago, and still am.

But, frankly, after a decade of experience, I am even more certain than ever that the Federal Government must provide a broad leadership role to this thing called the fire community if that community is to gain the cohesion and the persistence that will be necessary to finish the task. Those are my views, sir.

I think we have in the last 10 years come a quarter of a mile on a 1-mile track, that we have a great deal of potential, which yet we we have not expended.[14] With that, I will answer any questions you have or yield to my associate over here, Chet Henry.

[The prepared statement of Richard Bland follows:]

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[11] In lieu of "qualification" insert "codification".

[12] Add "toward".

[13] In lieu of "knowledgeable" insert "rational".

[14] In lieu of "expended" insert "explored".

TESTIMONY OF RICHARD E. BLAND

Fire Prevention & Control Hearing
Congressman Doug Walgren
Pittsburgh, PA

14 October 1983

The 90th Congress, on 1 March 1968, established the National Commission on Fire Prevention and Control. That was nearly 16 years ago. The legislation's findings and purpose declared that the loss of life and property from fire was a matter of national concern and that the means for controlling and preventing destructive fires had become progressively more complex and frequently beyond purely local capabilities, and that there was a clear and present need to explore and develop more effective fire control and fire prevention measures throughout the country in light of existing and foreseeable conditions.

That is no less true today.

Is this a concern unique to the previous decade?

Not so.

> "The serious losses of life and property resulting from fire causes me deep concern. I am sure that much unnecessary waste can be reduced. The substantial progress made in the sciences of fire prevention and fire protection in the past forty years convinces me that the means are available for limiting this unnecessary destruction."
>
> "Accordingly, I am calling a national conference on fire prevention to be held in Washington. . .."
>
> [Harry S. Truman, White House, January 3, 1947.]

That was 37 years ago; the conviction of President Truman remains valid. Apparently, Mr. Truman had been briefed on the "substantial progress" in fire technology that had occurred in the preceding forty years.

What was the situation in the first decade of the 1900's?

> "We know the causes of fire and how to remove them; we have devices for discovering and extinguishing such fires as we cannot prevent; we know how to construct our buildings so as to retard fire and, barring accidents, which will never disappear from human activities, there is no excuse for destructive fires."
>
> [Mr. Peter Joseph McKeon in a book entitled, Fire Prevention, copyrighted 1912.]

Fire experience shows we have a substantial and continuing public safety problem. Most authorities contend that we have not used the available technical knowledge to our advantage. The failure to organize and carry out an objective program seems to be the recurring basis for our lack of success.

The National Commission on Fire Prevention and Control was a dedicated group of twenty individuals of varied backgrounds and experience. The charge placed by Congress was taken seriously. With diligence, the Commission and its staff focused attention in a clinical and pragmatic way on destructive fire. A comprehensive fire loss reduction program appropriate for the federal level of government was proposed. It was acted upon by the House of Representatives on October 10, 1974 -- that was just nine years ago. The broad support necessary for establishing and maintaining the United States Fire Administration survived for about a year.

Struggles for control from within the fire community weakened the structure; somehow USFA bought two college campuses and found itself cast adrift in a governmental reorganization. By this year, 1983, it was near dead.

America Burning, the report of the Commission, found no challenge to the views of Peter McKeon, Harry Truman, or the drafters of PL 90-259. There were appropriate technologies on the shelf to significantly reduce fire losses and a dedicated objective and continuing research effort could predictably improve that capability. Research was to include the social sciences as well as the technologies. What was encouraging and, at the same time, frustrating was that within the nation's social and economic structure was an array of industries, institutions, individuals and governments with a latent capability. The reasoned objective was to focus and encourage efforts -- to lead; it was not to manage, administrate, or regulate.

In its first "work session," the Commission set itself a clear, concise and lofty goal -- "a significant reduction in life and property loss from destructive fire."

Why was that so important? It set a reference for all the Commission's considerations and, hence, recommendations. It was a unit of measure. A measure that, in my opinion, we were forced to compromise at times.

Found immediately was a lack of valid statistical fire data at the national level. If you don't know where you are, it is difficult, if not impossible, to go to some other predetermined point. How, then, could we measure the effect of redirection to determine significance of an effort or design a program for intervention? A recommendation toward a definitive data base was to be absolutely necessary. Some improvement in the data base has occurred in this decade, but it lacks a predictive capability.

It is easy to "hang up" when faced with lack of a valid data base. But the Commission pushed on, driven by the fact that death, injury, and property loss were momentarily occurring. There was a clear obligation to the 230 million people spread over 3,539,299 square miles that make up the American public. It is the American public that suffers the irreversible ravages associated with fire. The government's concern must be for the welfare of the general public.

Given the goal, the Commission moved toward defining priorities.

Though the resources available to attack the fire problem are large, they are finite. It is important to recognize that there are many problems currently before the public. In matters of public safety, as in the others, there is need for a balance in responding to both long and short term risks.

Given a reasonable resource allocation, the Commission assigned the following priorities to a viable federal government involvement:

- prevention,
- detection, and
- suppression.

I emphasize that these priorities arise from the Commission's concept of an appropriate federal involvement. The role of the federal government, as perceived by the Commission, was limited to lending technical and educational assistance to state and local governments, collecting and analyzing fire information, regulating the flammability of materials, conducting research and development in certain areas, and providing financial assistance when adequate fire protection lies beyond a community's means. It was to be a restricted involvement and the restriction was to those areas where the federal structure had unique capacity or capability. Examples would be: invoking the laws of interstate commerce in the control of flammable and hazardous materials shipments, scientific and engineering research in such areas as toxicity and flammability, and performing an academy function that makes available pertinent information to the public and the broad fire-related community.

The conviction that the federal government's role was to be limited was crucial to the success of the program. Perhaps no other single contention -- local responsibility -- has been more abused and misused in the ten years since the Commission's report.

A genuine concern that the USFA might assume functions that are rightfully and more practically handled at the local level arose early within the Senate. Harry F. Byrd of Virginia, speaking in opposition to the Fire Prevention and Control Act of 1973 (S-1769), said:

> "The questions of fire companies and fire fighting is about as local as any function of government. Yet, the Senate is considering establishing a new program. . . .. I question the wisdom and desirability . . . of having the federal government undertake such a local endeavor."

Senator Byrd's position is valid if the USFA mission is circumscribed by "fire companies and fire fighting."

The local perception of the federal government's responsibility as viewed by organized fire departments (or individuals within those departments) was, and remains, an interesting issue. The Commission, early in its deliberations, requested suggestions and comments from the nation's fire departments. Those were the days when Dennis Smith's novel, Report from Engine 82, was on the bestseller list. We culled some of the letters in an Accopress binder and entitled it, Report for All the Engine Companies Except Engine 82.

Two letters come to mind that are examples of expectations from the federal government:

> A small department located in a southern coastal state wrote that the area's primary industry was shrimp and "if you (the Commission) could send us a few fire hats, we can handle the fires."
>
> A department of rugged individuals from the western section, using company letterhead bordered with deer, elk, and bear, left no doubt ". . . that the first federal government fire representative who showed up in this area would be met with a rifle."

At the federal level, "local responsibility" has been used as a budgetary argument for terminating the U. S. Fire Administration and the Center for Fire Research. "Local responsibility" has also been used as a defense against constructive suggestions (don't confuse me with facts and alternatives, we've been doing our way for ninety years).

The Commission's position remains clear on the issue. I quote directly from America Burning, page X :

> "We (the Commission) felt strongly that fire prevention and control should remain primarily local responsibilities. Local governments -- through codes and

> fire safety laws and through heavy investments in fire department personnel and equipment -- have shouldered the major burden of protecting citizens from fire and should continue to do so. Those governments appreciate special local conditions and needs more fully than an arm of federal government would be able to do so. Roles of the federal government, in the Commission's view, are appropriately limited. . . ."

The Commission found that the federal government's involvement in destructive fire control is appropriate and necessary if the nation is to mitigate its continuing fire losses. How that program was to be objectively structured was and is of paramount importance. In no way should the federal role substitute for local or state responsibilities. [Managing toward that end is certainly well within functional governance through programmatic and budgetary controls.]

It is my observation that the federal government has demonstrated a tendency to "cop out" in areas where it has a unique capacity and capability to help the public protect itself from destructive fire. States, also have the capacity and capability to encourage, guide, and act appropriately; they have requisite powers -- policing power and insurance regulatory authority. There are a few comprehensive programs at the state levels. The local level never seems to have a problem in defining responsibility. Of course, at the root of the problem is the individual who by use, abuse, or misuse of ignition sources and fuels initiates the fire.

The argument of responsibility can be carried to extremes. There the control of fire loss is totally an individual responsibility. That argument is, however, not conclusive since destructive fire in our complex environment is more often than not a threat to community, social, and economic welfare. Further, no government entity in our democratic system can or does, in fact, set aside its responsibility for the health, welfare, and happiness of its citizens.

The National Commission on Fire Prevention and Control saw the nation's destructive fire problem as clearly and acted as definitively as anyone could have reasonably expected.

- It emphasized fire prevention for its potential in cost effectiveness and suggested means by which the total fire community could increase its capability toward that end.
- It recognized existing as well as the growth potential of hazardous and flammable materials in the places where Americans work and live and suggested a mechanism by which the risk could be assessed.
- It found that the fire protection features of buildings needed to be improved and suggested economic incentives as a practical method of accomplishing such improvements.
- It felt strongly our limitations in knowledge and set forth a data gathering system to guide a long-term scientific and engineering research effort.
- It appreciated the many and varied fire-related activities already active within the federal government and proposed a cooperative forum to improve their effectiveness and efficiency.
- It recognized the time frame required for success and charged the responsible agency to continuously evaluate programs.

- It recognized the necessity for shared responsibility between all the members of the fire community and their government representatives and proposed a functional allocation be devised between federal, state, and local governments.
- It perceived the need for an academy to serve as an information conduit to the American public and to the fire community.

To oversee these tasks, a United State Fire Administration was recommended not as an independently funded agency but as an operational part of the government. A progressive fire program clearly needs a stable recognition and position in government if it is to attain its objectives. There is little value received by the public when the U. S. Fire Administration must dedicate significant parts of its resources in the annual ritual of survival.

It is not obvious to me what more should or could have been done by the Commission given the complexity of the problem and the vested interests involved. What I am sure of is that we have nowhere near approached our potential for reducing this unconscionable loss of resources and the human suffering. Those losses are at this moment occurring and will continue to occur. What haunts me is the feeling that we are not at our potential even within the current resources.

What needs to be done by a new-born USFA?

Nearly everything, but it will have to be done in a measured objective sense. Congressman Walgren's efforts in combination with his colleagues have given the U. S. Fire Administration a reprieve. Put bluntly, we better get our act together.

What are the USFA's external needs?

Success in most social and economic ventures in our structure seems to necessitate a champion. Someone who believes and is willing to take the risk of an advocate.

It needs a champion. The champion must be within the government.

Once it finds a champion, the USFA might then take further advice from the current thesis on successful American corporations as presented in A Search for Excellence by Peters and Waterman.

That advice is:

- stick to the knitting (focus on fire loss and its management); and,
- be customer oriented (the customer is the public).

Mr. **Walgren**. Let's turn to Mr. Henry, and then we will come back. Mr. Henry is the State fire commissioner of Pennsylvania, and I am trying to remember how long you have been in that position. I know it has been through several administrations, and that is a difficult fact in itself.

So let me ask you to address yourself to where you think we might be able to make progress, what problems do you see, and particularly, what we should be aware of as we look at the Federal level in these current budgets.

Mr. **Henry**. Thank you very much, Mr. Chairman, Congressman McGrath, colleagues, good morning. It is indeed a real honor and a privilege for me to have this opportunity to appear before this committee.

As you are well aware, you have copies of my testimony, but based on some of the testimony that I heard here this morning, I would like to change my course of direction just a little bit and comment on some of the areas that I feel are very sensitive.

I would like to first start out by saying I was appointed as the first Pennsylvania State Fire Commissioner in 1976. I served in that capacity 2 years without any staff at all. I was given the responsibility to develop a cost-effective fire management program for the fourth largest State in the United States without a budget and without a staff. And believe me when I sit here and tell you that when you look around and see the overwhelming resources that are there just for the asking, it is unbelievable what one can accomplish.

I think that we are dealing with some very sensitive issues when you ask the question: Why is America burning? Whose responsibility is it? I see it as every one of us in this room. I see it as every man, woman, and child within this great country of ours. But I think what we have to do is recognize that it is an apathy problem and, as Professor Bland pointed out, an attitude problem.

I think that all of us are moving in the same direction. We are all trying to accomplish the same ends, but we continue to take different directions. As I look around this very room, as I look at some of the people like Bernie Burns and many of the people on the national level, I think that we are expending some of the brightest talent and utilizing and wasting some of the best energy in the country because we continue to take different directions.

It would appear to me that all of us are knowledgeable enough to realize that the approach should be a cooperative harnessing of all that talent and directing it toward a systematic solution to the problem. And I think when you talk about strategies, I think of America Burning, true, it is 10, 11 years old, an old document, but I think today if you were to duplicate that, you would come up with pretty much a consistent report.

I think some of the same problems that were identified in America Burning in 1972 you will find exist today. I don't feel that there are very many changes. However, I do feel that there has to be a change in attitudes. For example, when you look at the members of the fire community, we do not practice what we preach, and I think we better start first by getting our own house in order.

We will go out and tell the public that they should buy smoke detectors, but many of us are without detectors in our own homes. We will go out and tell you and builders that they should use the best of life-supporting systems, but when we build our facilities, we exclude them.

Mr. Casey pointed out some outstanding recommendations of what should be incorporated in our built environment. This technology already exists. Nothing that he said is new. This existed for the last 10 years. But we must adjust attitudes to utilize the technology that is available today.

We know that if people utilize the best of life supporting systems in this built environment, they can realize the cost[15] in a very short period of time on the money that they save on insurance premiums. But we have a very difficult time convincing the people to do that.

I have heard some questions asked about the resources that are available, and I said I think there are many. I have heard some of our firefighters give testimony that there are limited numbers of programs that are directed into their town.

Well, as the State fire commissioner, I am here to tell you that I don't care what resource is requested, it can be provided. I have yet to have anybody since 1976 make a request to the office of fire safety services, which the State fire commissioner heads up, that we couldn't fulfill.

I have yet to request one thing from the Federal Government that they failed to fulfill. The resources are just unbelievable. Not too long ago we heard so much about hazardous materials. Not too long ago we applied for a grant and got $90,000 through the Department of Transportation to deal with hazardous materials in training the public safety officer.

You know, we almost lost that grant. And do you know why? We couldn't get firefighters interested enough to show up to take advantage of all the resources that are available. The National Fire Academy is flooding the States with technical assistance and outreach programs, but we can't get an audience. We can't get a delivery system to put these deliverables in.

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[15] Add word "savings".

So I think we really have to look at our own shop first and recognize that there is so much out there, but we don't utilize what it really is. I really believe that all we have to do is to continue with the strategy that was laid out for us by the national commission. When you look at the results, the benefits, the measurable benefits, in 1976 it was estimated that 12,000 persons were being killed by fire each year.

I know you can do many things with statistics, with numbers, but I would think that because we have a better reporting system today that that would reassure us that we are moving in the right directions, because I would think that the numbers in the incidents would go up rather than go down.

But when you look at 1976 and you see that 12,000 Americans were killed by fire each year and you look at the most current 1982 data and you see that figure has been reduced to 6,500, you don't have to be a mathematical genius to realize that that is over a 50-percent reduction, so whatever we are doing we must be doing right.

Look at our own State. In 1976, at the time our State fire focal point was created, it was estimated that we lost 387 people, and through a strong effort and a high emphasis on public education, a better informed public in utilizing the resources that exist, bringing these resources into our State, we were able to reduce our fire problems for the first time below that awesome figure of 300.

In 1982 we see it reduced down to 290. That is a 25-percent decrease. So I believe that what we are looking for is already out there, but we are so busy disagreeing, disagreeably that nobody identifies and utilizes and takes advantage of these resources.

For example, I am concerned a little bit about the change in the Federal level. I am concerned because we lost our Federal fire identity when it went from Commerce over into FEMA. I think there is a lot of potential within FEMA, but I don't see a lot of activities since they made that transfer, and I am concerned about the new philosophy under FEMA with this IEMS, integrated emergency management systems programs, where they want to deal with the total concept of emergencies. But yet in their definitions of disasters, they exclude day-to-day incidents. And I ask you, how can they probably be sincere?

We lose more by ones, twos and threes, and I heard Professor Bland say one time, if we could identify a catastrophe where five or more lives are claimed in one incident, then fire would have to cause more catastrophes than all others put together, and yet today on that Federal focus of FEMA, we see them excluding the day-to-day incidents, the things that destroy most resources, and I have a problem with that.

So I would really like to see them look at this definition of a disaster and include these day-to-day incidents in their planning, in their budgetary propositions, these kinds of things, and in Pennsylvania, we identify and we are pleased with the successes of our efforts with the existing resources.

We don't need a lot of big bucks. We are pleased of that, and we identify and you have the information before you that we target in now, we find our senior citizens are the ones falling victim to fire most. Thirty-two percent of our fire problems are senior citizens, and yet they only account for about 7 percent of our total population.

Right today we are working with the secretary of the department of aging. We have 96 programs scheduled to deal with our senior citizen centers to make them more aware of the fire problem.

The reason they are dying is because of carelessness, like most victims of fire. They are careless. They die because of ignition of clothing, working in the kitchen, or the careless use of smoking. These people in this room have all kinds of resources.

They don't need a lot of big bucks to go out there and work with us and make these people more aware, more fire conscious. The solution is right there, and the resources are right there.

So I would say to you, sir, that I would like to see you go back, and I would like to see you take America Burning, and I would like to see you request historical data,[16] the measurable benefits that we realize today as a result of the joint council's recommendations—of, the National Commission—I am sorry. I think they are measurable and I think they are documented, and I don't think that any of us can dispute that.

So all I say is I see the fire problem today, it is not the lack of resources, it is a lack of apathy,[17] and it is a lack of our inability to work together. I would like to see all of us concentrate and emphasize our mutual goals and similarities and deemphasize our differences. So with that, sir, that is all I have to say.

[The prepared statement of Charles Henry follows:]

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[16] Add words after the comma "that will show".

[17] In lieu of word apathy insert "caring".

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STATEMENT PRESENTED
TO THE
SUBCOMMITTEE ON
SCIENCE, RESEARCH AND TECHNOLOGY

U. S. HOUSE OF REPRESENTATIVES

FIELD HEARING
OCTOBER 14, 1983
PITTSBURGH, PENNSYLVANIA

BY
CHARLES A. HENRY
STATE FIRE COMMISSIONER
COMMONWEALTH OF PENNSYLVANIA

My name is Charles A. Henry. I am the State Fire Commissioner for the Commonwealth of Pennsylvania, and the Director of the Office of Fire Safety Services, Pennsylvania Emergency Management Agency. I have served as the Commonwealth's first Fire Commissioner since December of 1976, when the position was established within the Department of Labor and Industry.

On February 18, 1981, Governor Dick Thornburgh proposed the creation of an Office of Fire Safety Services within PEMA as a first major step toward consolidating state government assistance and programs to the fire community. With the unanimous passage of the Governor's Reorganization Plans #5, #6 and #7 of 1981, the State Fire Commissioner's Office was transferred from the Department of Labor and Industry; the Volunteer Loan Assistance Program from the Department of Community Affairs, and the State Fire School from the Department of Education, all moving to the Pennsylvania Emergency Management Agency which exercises its mandates under Act 323 of 1978, P.L. 1332. The State Fire Commissioner's Office and the Volunteer Loan Assistance Program are housed within PEMA headquarters at Harrisburg; the State Fire Academy remains at its site in Lewistown, Pennsylvania.

As State Fire Commissioner, I am responsible for providing a cost-effective fire loss management system for the Commonwealth of Pennsylvania; developing scenarios which accurately reflect and strategically attack the fire problem within Pennsylvania to reduce fire deaths, injuries, incidents and related economic loss; directing the activities of the Office of Fire Safety Services, and serving as Chairman of the Governor's Interagency Committee on Arson. I speak to you today in my present capacity as State Fire Commissioner and as a former member of the Governor's Commission on Fire Prevention and Control, which issued its report, "Pennsylvania Burning", in 1976.

AMERICA IS STILL BURNING LARGELY BECAUSE OF CITIZEN APATHY. DESPITE SOME NOTICEABLE IMPROVEMENT IN PROMOTING FIRE SAFETY AWARENESS, ONLY HALF OF THE HOMES IN AMERICA HAVE SMOKE DETECTORS TODAY -- SO IT IS CLEAR TO SEE THAT WE HAVE A LONG WAY TO GO TO PROMOTE AND ACHIEVE MAXIMUM PROTECTION IN THE PLACES WHERE AMERICANS ARE DYING -- IN THEIR HOMES.

(EXHIBIT "A")

THE CONTINUED APATHY ABOUT SMOKE DETECTORS IS A BASIC CONCERN OF THOSE OF US WHO SERVE IN PENNSYLVANIA'S FIRE COMMUNITY. BUT WE HAVE NEW CONCERNS, BROUGHT ABOUT BY THE TIMES IN WHICH WE LIVE. FOR INSTANCE, IN ORDER TO CONSERVE ENERGY, WE ARE ADVISING OUR CITIZENS TO MAKE THEIR HOMES AS AIR-TIGHT AS POSSIBLE; A NECESSARY PART OF ENERGY CONSERVATION, TO BE SURE. BUT THAT VERY ACCOMPLISHMENT CAN BE A NEGATIVE OR EVEN DANGEROUS FACTOR IF THAT SAME HOMEOWNER USES AN UNVENTED ALTERNATIVE HEATING DEVICE IN AN OXYGEN-DEFICIENT ATMOSPHERE OR, IN FACT, USES ANY HEATING DEVICE IMPROPERLY OR NOT IN ACCORDANCE WITH THE MANUFACTURER'S INSTRUCTIONS.

ADDITIONALLY, WE LIVE IN AN INCREASINGLY "MAN-MADE" ENVIRONMENT, AND ARE CONSTANTLY DEALING WITH MATERIALS THAT WE KNOW VERY LITTLE ABOUT. WHAT WE DO KNOW, HOWEVER, IS THAT REGARDLESS OF WHETHER OR NOT PLASTICS ARE INCLUDED IN THE FUELS INVOLVED IN OUR NATION'S FIRES, BETWEEN 85% AND 95% OF ALL FIRE FATALITIES AND INJURIES RESULT FROM THE INHALATION OF, OR EXPOSURE TO, TOXIC GASES IN SMOKE ITSELF, NOT FROM THE ACTUAL FIRE.

(EXHIBIT "B")

AMERICA IS STILL BURNING BECAUSE LARGE NUMBERS OF CITIZENS ARE AS YET UNAWARE OF THE DANGERS ASSOCIATED WITH FIRE, AND REMAIN IGNORANT OF THE STEPS THEY CAN TAKE TO REMOVE OR REDUCE THOSE DANGERS. THE MOST STRIKING EXAMPLE OF THAT STATEMENT, USING THE NEWEST FACTS AND FIGURES WE HAVE AT OUR DISPOSAL HERE IN PENNSYLVANIA, WOULD BE THAT OF SENIOR CITIZENS.

(EXHIBIT "C")

OUR 1982 FIRE DEATH DATA REVEALS THAT:

- SENIOR CITIZENS (65 AND OVER) ARE DYING IN LARGER NUMBERS THAN ANY OTHER AGE GROUP;
- THEY REPRESENT APPROXIMATELY 1/3 OF ALL FIRE DEATHS IN PENNSYLVANIA; AND THAT
- THE PRIMARY CAUSE (65%) OF THE FIRES WHICH RESULTED IN THEIR DEATHS WAS IGNITION OF CLOTHING.

(EXHIBIT "D")

THIS IS, INDEED, A SIGNIFICANT PROBLEM. BUT JUST AS THE FACTS CLEARLY DESCRIBE THE PROBLEM, THEY ALSO POINT THE WAY TOWARD ITS SOLUTION. BECAUSE MOST SENIOR CITIZENS DIE IN FIRES CAUSED BY THEIR OWN ACTIONS, IT IS THE SENIORS THEMSELVES WHO CAN HAVE THE GREATEST IMPACT ON THEIR OWN FIRE-RELATED SAFETY. THEY CAN SINGLE-HANDEDLY REDUCE THE ODDS OF BEING INJURED OR KILLED BY FIRE SIMPLY BY LEARNING, OR RE-LEARNING, GOOD FIRE SAFETY HABITS AND BY PRACTICING THEM DAILY.

AND WHAT ELSE CAN THEY AND ALL CITIZENS DO TO PROTECT THEIR HOMES FROM FIRE? THE FIRST STEP, OF COURSE, IS TO PROTECT THEMSELVES FROM FIRE BY HAVING A FUNCTIONAL SMOKE DETECTOR IN EACH SLEEPING AREA. SMOKE DETECTORS REDUCE THE POTENTIAL FOR PERSONAL INJURY OR DEATH IN 27% OF FIRES, ACCORDING TO A RECENT STUDY OF RESIDENTIAL FIRES BY THE INTERNATIONAL ASSOCIATION OF FIRE CHIEFS. WHEN THE FIRE OCCURS WHILE OCCUPANTS ARE SLEEPING, THAT FIGURE INCREASES TO 90%. ALSO, TOTAL PROPERTY DAMAGE IS ABOUT 35% LOWER WHEN SMOKE DETECTORS PROVIDE AN EARLY WARNING.

THE SECOND STEP IS TO BE MORE CONSCIOUS OF THE MATERIALS THAT ALL PERSONS BRING INTO THEIR HOMES, AND TO BE SO FIRE CONSCIOUS THAT GOOD FIRE SAFETY HABITS BECOME AS MUCH A WAY OF LIFE AS LOOKING BOTH WAYS BEFORE GOING ACROSS A STREET. THE EASIEST WAY, PERHAPS, IS TO DEVELOP AN AWARENESS OF SEASONAL HAZARDS AND PREPARE TO AVOID THEM, MUCH AS WE DO IN READYING OUR HOMES AND AUTOMOBILES FOR THOSE SAME SEASONS.

THE ULTIMATE STEP FOR CITIZENS TO TAKE IS TO UTILIZE THE TECHNOLOGY THAT IS AVAILABLE TODAY THROUGH THE DEVELOPMENT AND REFINEMENT OF HOME ALERT SYSTEMS, FIRE EXTINGUISHERS AND COST-EFFECTIVE RESIDENTIAL SPRINKLERS, AND BY CONTINUING TO LEARN MORE ABOUT THOSE INNOVATIONS THROUGH THE VARIOUS INFORMATIONAL SUPPORT SYSTEMS AVAILABLE TO THEM.

I FEEL THAT WE IN PENNSYLVANIA HAVE ONE OF THE BEST FIRE SAFETY EDUCATION RESOURCE NETWORKS IN THE NATION -- BUT IT WASN'T ALWAYS THAT WAY. YOU SEE, IT WASN'T UNTIL 1976, WITH THE ESTABLISHMENT OF THE STATE FIRE COMMISSIONER POSITION AS A CENTRAL FOCAL POINT, THAT PENNSYLVANIA BECAME ELIGIBLE TO RECEIVE FEDERAL GRANTS FROM THE NATIONAL FIRE PREVENTION AND CONTROL ADMINISTRATION (SUBSEQUENTLY THE UNITED STATES FIRE ADMINISTRATION) AND TO TAKE ADVANTAGE OF THE MANY BENEFITS PROVIDED BY OUR FEDERAL FOCAL POINT.

OUR FIRST EXPERIENCE AND OPPORTUNITY TO PARTICIPATE IN A FEDERAL GRANT WAS IN 1977 AND 1978, WHEN WE OBTAINED $14,856 FOR A PERIOD OF 18 MONTHS TO IMPLEMENT A STATEWIDE ORGANIZATIONAL PLAN FOR FIRE EDUCATION AND TRAINING IN PENNSYLVANIA. WE SUB-CONTRACTED THIS GRANT TO THE APPLIED RESEARCH LABORATORY OF THE PENNSYLVANIA STATE UNIVERSITY BECAUSE OF THE LACK OF STAFF IN THE STATE FIRE COMMISSIONER'S OFFICE. THE STATEWIDE INVENTORY OF FIRE TRAINING AND EDUCATION RESOURCES RESULTED IN THE DEVELOPMENT AND PUBLICATION OF A 200-PAGE REPORT OUTLINING THE FIRE TRAINING NETWORK SYSTEM IN PENNSYLVANIA. THE ORGANIZATIONAL DESIGN REPORT WAS AN IMPORTANT TOOL SEVERAL YEARS LATER AS THE OFFICE OF FIRE SAFETY SERVICES STUDIED THE CONDITION OF THE STATE FIRE SCHOOL AND FORMULATED A PLAN FOR ITS IMPROVEMENT AND ELEVATION TO A STATE FIRE ACADEMY TO PROVIDE A MORE ADVANCED AND COHESIVE FORCE WITHIN THE TOTAL STATE NETWORK.

OUR SECOND OPPORTUNITY CAME IN 1978 WHEN WE WERE ABLE TO PARTICIPATE IN A $40,000 GRANT TO TEST THE FEASIBILITY OF STATE LEVEL FIRE PREVENTION/CONTROL MASTER PLANNING; TO DEVELOP POSSIBLE MODEL METHODOLOGIES, AND TO IMPROVE FIRE PREVENTION/CONTROL SERVICES TO THE PEOPLE OF PENNSYLVANIA. WE SUB-CONTRACTED THIS GRANT, ALSO, TO THE APPLIED RESEARCH LABORATORY OF THE PENNSYLVANIA STATE UNIVERSITY BECAUSE OF CONTINUING LACK OF STAFF IN THE STATE FIRE COMMISSIONER'S OFFICE. THE STATEWIDE INVENTORY OF FIRE PREVENTION/CONTROL SERVICES HAS RESULTED IN THE DEVELOPMENT OF A 200-PAGE REPORT AS WELL AS THE DEVELOPMENT OF DATA ON FIRE DEATHS IN PENNSYLVANIA OVER SEVERAL DECADES.

OUR THIRD AND PROBABLY GREATEST OPPORTUNITY CAME WITH THE ADVENT OF THE PUBLIC EDUCATION ASSISTANCE PROGRAM (PEAP) AT THE U.S. FIRE ADMINISTRATION. IN 1979, WE APPLIED FOR AND WERE AWARDED A THREE-YEAR, THREE-PHASE GRANT TO DEVELOP AND IMPLEMENT A COMPREHENSIVE STATEWIDE PUBLIC EDUCATION AND ASSISTANCE PROGRAM FOR THE COMMONWEALTH OF PENNSYLVANIA. THE AMOUNT AWARDED WAS $35,000 OVER THE TOTAL GRANT PERIOD AND, FOR THE FIRST TIME, WE WERE ABLE TO ADMINISTER THE GRANT TOTALLY WITHIN THE STATE FIRE COMMISSIONER'S OFFICE. THE ACTIVITY GENERATED -- AND THE BENEFITS CREATED -- BY THIS PARTICULAR GRANT ARE, WE FEEL, IMPRESSIVE INDEED. DURING OUR PEAP PARTICIPATION, WE ACCOMPLISHED THE FOLLOWING:

WE ESTABLISHED FIVE RESOURCE CENTERS AT COMMUNITY COLLEGES AND ADDED FIRE-RELATED MATERIALS TO THEIR LIBRARIES; AWARDED THREE SEPARATE $500 COMMUNITY "MINI-GRANTS" TO BE USED LOCALLY IN FIRE PREVENTION EDUCATION; DEVELOPED, PRINTED AND DISTRIBUTED 7,500 SEASONAL FIRE PREVENTION PACKETS PRODUCED WITH THE UNIQUE FORMAT OF PROVIDING MASTER COPIES TO OUR 3,000 FIRE DEPARTMENTS FOR FURTHER REPRODUCTION AS NEEDED DURING THEIR VARIOUS FIRE SAFETY EDUCATION CAMPAIGNS; WE SPONSORED "LEARN NOT TO BURN" AND "SESAME STREET" TRAINING SESSIONS; HELD A PLANNING CONFERENCE TO DEVELOP A CADRE OF KEY TRAINERS ABLE TO CONDUCT MINI-CONFERENCES ON THE USFA'S "FIVE STEP PLAN"; AND SPONSORED SEVEN OF THOSE "MINI-CONFERENCES"; WE PURCHASED AND DISTRIBUTED 20 SETS OF "LEARN NOT TO BURN" KITS AND RADIO/TV PUBLIC SERVICE ANNOUNCEMENTS THROUGHOUT THE STATE, AND DEVELOPED AND CONDUCTED THREE BIENNIAL "FIRE AWARENESS SYMPOSIUMS" FOR STATEWIDE AUDIENCES.

THE MOST RECENT ACHIEVEMENT WAS THE DEVELOPING, PRINTING AND DISTRIBUTING OF 7,500 COPIES OF A 300-PAGE RESOURCE CATALOG OF PROGRAMS, MATERIALS AND PEOPLE. EACH FIRE COMPANY IN PENNSYLVANIA AND EACH KNOWN PUBLIC FIRE SAFETY EDUCATOR HAS A COPY OF THAT VALUABLE CATALOG -- A RESOURCE TOOL, INDEED.

CURRENT PROJECTS INCLUDE THE DEVELOPMENT OF "ATTACK TEAMS" CONSISTING OF FIRE SERVICE, LEGISLATIVE AND LOCAL GOVERNMENT PERSONNEL -- THE AREA "MOVERS AND SHAKERS", SO TO SPEAK, IN THE COUNTIES HAVING THE HIGHEST FIRE DEATHS. THE IMPLEMENTATION OF THOSE ATTACK TEAMS IS ONE OF OUR HIGHEST PROPRIETIES THIS YEAR.

ON THE VERY FRONT BURNER, HOWEVER, IS A NEWLY-DEVELOPED, MULTI-PHASE PROJECT WITH THE PENNSYLVANIA DEPARTMENT OF AGING. AS INDICATED PREVIOUSLY IN THIS STATEMENT, THE FIRE DEATH RATE FOR SENIOR CITIZENS IS HIGHER THAN FOR ANY OTHER AGE GROUP. THE FIRST PHASE OF OUR PROJECT WILL INVOLVE THE USAGE OF OUR EXTENSIVE FIRE SAFETY RESOURCE NETWORK IN PROVIDING FIRE SAFETY EDUCATION PROGRAMS TO LOCAL ENTITIES WITHIN THE DEPARTMENT OF AGING'S NETWORK. THE STATE FIRE COMMISSIONER'S OFFICE AND THE DEPARTMENT OF AGING SHOULD BE ABLE TO IMPLEMENT THIS PHASE OF THE FIRE PREVENTION STRATEGY ALMOST IMMEDIATELY, AND WITHOUT SIGNIFICANT EXPENDITURE OF FUNDS. SUCH IMPLEMENTATION SHOULD GREATLY INCREASE THE AMOUNT OF FIRE SAFETY INFORMATION BEING PROVIDED TO SENIOR CITIZENS AND SHOULD, AT THE SAME TIME, FOSTER A POSITIVE IMAGE WITH THE PUBLIC. THE NEXT PHASE OF ACTIVITY WILL BE TO REFINE AND STANDARDIZE THE CONTENT AND AVAILABILITY OF EXISTING FIRE SAFETY EDUCATION PROGRAMS AND MATERIALS THROUGHOUT THE MUTUAL NETWORK; THE EXTENDED-PHASE EFFORT WILL BE TO COLLABORATE ON THE DEVELOPMENT OF A SENIOR CITIZEN'S GUIDE TO FIRE SAFETY.

THROUGHOUT ALL OF THIS ACTIVITY, WE HAVE BEEN DEEPLY INVOLVED WITH THE U.S. FIRE ADMINISTRATION AND NATIONAL FIRE ACADEMY IN OTHER AREAS OF EFFORT. FOR INSTANCE, WE TOOK ADVANTAGE OF THE VERY VALUABLE TECHNICAL ASSISTANCE THEY OFFERED BY COORDINATING SIX SMOKE DETECTOR SEMINARS; 14 ARSON SEMINARS, AND 5 JUVENILE FIRESETTER SEMINARS THROUGHOUT THE COMMONWEALTH IN SELECTIVELY CHOSEN TARGET AREAS. THE USFA PROVIDED THE INSTRUCTORS AND MATERIALS; WE PROVIDED THE SCHEDULE, ITINERARY AND AUDIENCES. WE HAVE ALSO PROVIDED THE COORDINATION OF

INTERGOVERNMENTAL MEETINGS BETWEEN FEDERAL, STATE AND LOCAL ENTITIES CONCERNING SUCH PROGRAMS AS THE NATIONAL FIRE INCIDENT REPORTING SYSTEM (NFIRS), AND THE ARSON INFORMATION MANAGEMENT SYSTEM (AIMS). ADDITIONALLY, WE HAVE TAKEN FULL ADVANTAGE OF FIELD AND SPECIAL COURSES OFFERED BY THE NATIONAL FIRE ACADEMY, THE MOST RECENT BEING THOSE ON "FIRE/ARSON DETECTION" AND "VOLUNTEER FIRE SERVICE MANAGEMENT", AND HAVE OPERATED TWO "PENNSYLVANIA WEEKENDS" AT THE NATIONAL FIRE ACADEMY SITE. SOME OF THE RECOMMENDATIONS MADE AT THE CONCLUSION OF OUR FIRST EVENT HAVE BEEN INCORPORATED IN OTHER STATES' WEEKENDS; AND, AS I RECALL, IT WAS PENNSYLVANIA WHO INDUCED THE NATIONAL FIRE ACADEMY TO PROVIDE THE FIRST ONE EVER -- AN EXTREMELY WORTHWHILE AND POPULAR OPPORTUNITY FOR MANY FIREFIGHTERS, NOT JUST THOSE IN PENNSYLVANIA.

IN SUMMARY, I CAN STATE UNEQUIVOCALLY THAT THE UNITED STATES FIRE ADMINISTRATION AND THE NATIONAL FIRE ACADEMY HAVE PROVIDED INESTIMABLE BENEFITS TO OUR STATE AND LOCAL PROGRAMS THROUGH THE YEARS, AND I HAD THOUGHT THAT SUCH VITAL SUPPORT WOULD CONTINUE TO EXIST AS WE MANAGED TO GAIN AN INROAD INTO THE FIRE PROBLEM. HOWEVER, I HAVE LATELY SENSED A DIMINISHMENT OF IMPORTANCE GIVEN TO OUR FEDERAL FIRE-RELATED PROGRAMS, AND FEEL THAT WE ARE LOSING THE TREMENDOUS MOMENTUM THAT WAS GENERATED BY THE PRIOR EFFORTS OF THE U.S. FIRE ADMINISTRATION, PARTICULARLY IN THE AREAS OF GRANTS, PUBLIC EDUCATION PROGRAMS AND TECHNICAL ASSISTANCE. SEVERAL MONTHS AGO, I PRESENTED THOSE THOUGHTS VERBALLY AT A BOARD OF DIRECTORS MEETING OF THE INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS IN ASHLAND, MASSACHUSETTS -- A MEETING AT WHICH MR. FRED VILLELLA, ASSOCIATE DIRECTOR OF TRAINING AND FIRE PROGRAMS, FEMA, WAS PRESENT. AT THE CONCLUSION OF OUR MUTUAL EXCHANGE OF THOUGHTS, I WAS ASKED TO

PUT THOSE CONCERNS IN WRITING FOR FURTHER CONSIDERATION BY THE SOCIETY WHICH I DID ON JULY 27, 1983, COPYING MR. VILLELLA SO THAT HE WOULD HAVE A COMPLETE AWARENESS OF THE DIRECTION THOSE THOUGHTS AND CONCERNS WERE TAKING. INCLUDED WERE MY RECOMMENDATIONS -- BOTH GENERAL AND SPECIFIC -- FOR CONTINUING FIRE-RELATED PROGRAMS WITHIN FEMA/USFA.

(EXHIBIT "E")

I WOULD SAY THAT THE ATTACHED EXHIBIT SPEAKS FOR ITSELF, BUT I FEEL THAT ONE ITEM BEARS REPEATING -- THAT IT IS MY CONSIDERED OPINION THAT WE CANNOT ALLOW THE DAY-TO-DAY DISASTERS OF FIRE TO BE DIMINISHED WITHIN FEMA EITHER FOR PLANNING OR FOR BUDGETARY PURPOSES SIMPLY BECAUSE THEIR OCCURRENCE IS TOO FREQUENT AND THEIR SCOPE IS TOO SMALL.

ACCORDINGLY, IT MAY BE THAT WE STATES AND FIRE SERVICE ENTITIES WITH SIMILAR PHILOSOPHIES SHOULD REQUEST A REDEFINITION OF "DISASTER" FOR PROGRAM EMPHASIS PLANNING AND BUDGETARY ALLOCATION PRIOR TO THE 1985 FEDERAL FISCAL YEAR, TO AVOID FURTHER ELIMINATION OR DETERIORATION OF FIRE PROGRAMS AND TO STEM THE INCREASING EMPHASIS ON FIRE SUPPRESSION RATHER THAN FIRE PREVENTION ON THE FIRE PROGRAMS THAT DO EXIST.

IF WE DO NOT REVERSE THIS UNFORTUNATE TREND, AMERICA WILL CONTINUE TO BURN....AND BURN....AND BURN.

THANK YOU FOR YOUR ATTENTION.

PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
P.O. BOX 3321
HARRISBURG, PENNSYLVANIA 17105
(717) 783-8150

EXHIBITS

Exhibit "A"

DWELLING FIRE DEATHS BY AGE GROUP IN PENNSYLVANIA

1982

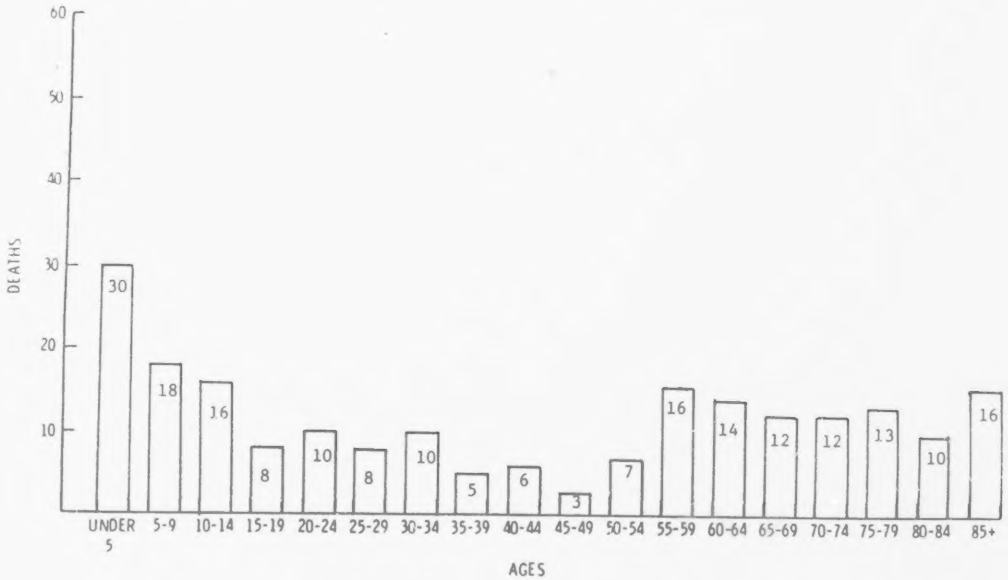


Exhibit "B"

CAUSES OF DWELLING FIRE DEATHS IN PENNSYLVANIA

1982

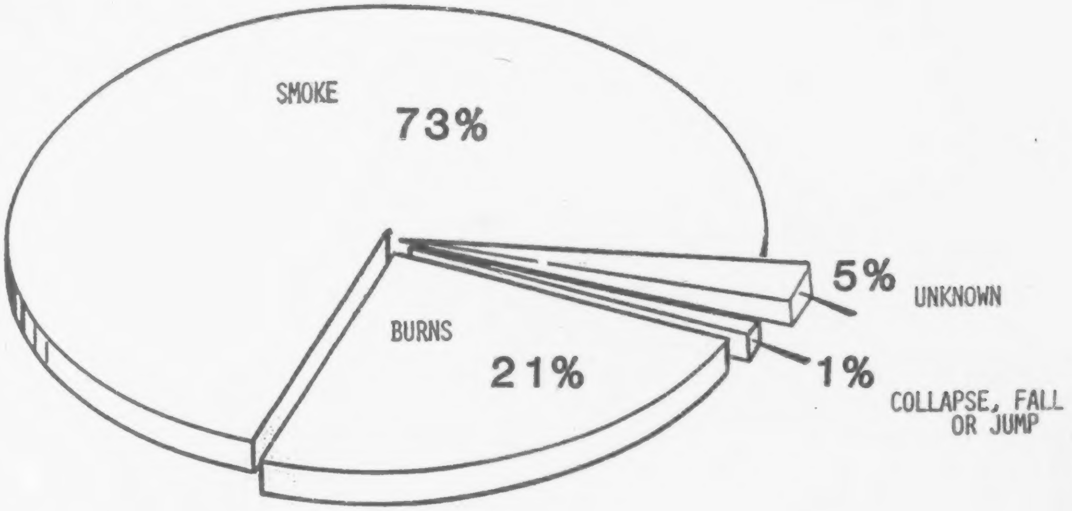


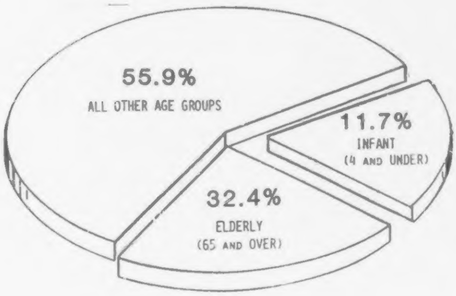
Exhibit "C"

PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
P.O. BOX 3321
HARRISBURG, PENNSYLVANIA 17105
(717) 783-8150

FIRE DEATHS BY AGE GROUPINGS IN PENNSYLVANIA

1982

AGE GROUPS	TOTAL FIRE DEATHS	% OF TOTAL	FIRE DEATH RATE
INFANTS UNDER 5	34	11.7%	2.9
CHILDREN UNDER 10	53	18.3%	4.5
TEENAGERS 10-19	27	9.3%	2.3
ALL CHILDREN 14 AND UNDER	69	23.8%	5.8
YOUNG ADULTS 20-30	28	9.7%	2.4
ADULTS 30-44	34	11.7%	2.9
MIDDLE-AGED ADULTS 45-64	54	18.6%	4.5
ELDERLY 65+	94	32.4%	7.9



SOURCE: State Fire Commissioner's Office, OFSS/PEMA

Exhibit "D"

FIRE DEATHS BY AGE GROUP DUE TO IGNITION OF CLOTHING ACCIDENTS IN PENNSYLVANIA

1982

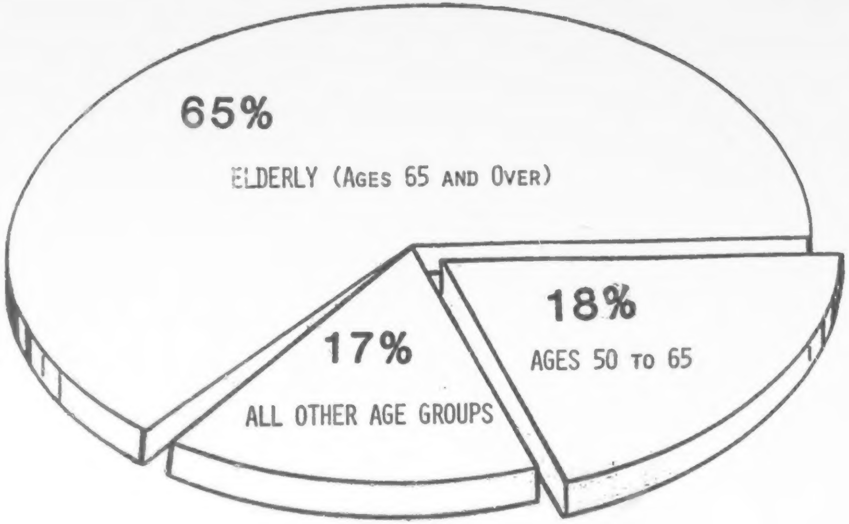


Exhibit "E"

PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
P.O. BOX 3321
HARRISBURG, PENNSYLVANIA 17105
(717) 783-8150

July 27, 1983

Mr. Ed McCormack
Executive Director
International Society of
Fire Service Instructors
20 Main Street
Ashland, Massachusetts 01721

Dear Ed:

In accordance with the discussions held at the ISFSI Board Meeting on July 23 and 24, I am submitting herewith my comments and recommendations concerning current and future activity on the part of the Federal Emergency Management Agency as those thrusts of effort pertain to the U. S. Fire Administration.

I find great encouragement in the words of Fred Villella in his statement before the House Subcommittee on Science, Research and Technology (May, 1982), that "It is of significance to point out that the fire service's role in FEMA is being included as an important element in the program planning of the various organizational units of the agency." And, continuing, "A vital element in this (integrated, coordinated) effort is the continued recognition that the fire service is the nation's most critical emergency force who daily faces danger in dealing with the loss of life and property." He concluded by stating, "The fire service is an equal partner in FEMA's efforts to raise the state of emergency preparedness throughout the nation." Such equality should surely be recognized in the program emphasis and budget allocation processes; otherwise, the momentum gained in the several preceding years will be diminished; the results achieved thus far negated, and the spirit and recommendations of "America Burning" lost.

A specific concern is that, despite General Giuffrida's reference to FEMA's "all-hazards approach" to response capabilities as recently as March 25, 1983 in his statement submitted for the record to the Senate Subcommittee on Strategic and Theatre Nuclear Forces of the Committee on Armed Forces, the recent "Guide to Hazards Analysis for Disaster Preparedness Planning" does not include fire because, "Only hazards that can lead to disasters are addressed." A disaster is then defined as

> "An event, the effects of which cause loss of life, human suffering, property damage, both public and private, and severe economic and social disruption. Disasters can be natural or man-made events; major accident, or enemy attack. Disasters are differentiated from those day-to-day emergencies and accidents that are routinely responded to by local emergency organizations, and may be of such magnitude or unusual circumstance as to require response by all levels of government, Federal, State and local."

We cannot allow the day-to-day disasters of fire to be diminished within FEMA for planning or budgetary purposes because their occurrence is too frequent or their scope is too small. However, I am afraid that the redefinition of "Disaster" for such preparedness planning may be a subject that is best left to us for consideration and action prior to FY '85 because of time constraints, and I am therefore addressing my suggestions today primarily to items which have the possibility of being included in program priorities for FY '84.

Our past affiliation with the USFA, as you know, has been most positive and productive. Drawing from those success stories and expanding upon them a bit, I have outlined on the following pages certain areas of activity, in order of emphasis, which could be pursued by FEMA on behalf of the USFA. You will notice several references to items which were included in the priorities outlined by the International Society of Fire Service Instructors and the Joint Council of Fire Service Organizations, indicating a compatibility of our recommendations. I am not in a position, of course, to recommend the methodology to be taken — only to make the suggestions — and I have done so as requested. Using the attached listing as a basis for consideration, I shall, as I see fit, expand upon certain points as appropriate with my own agency for subsequent managerial decisions.

Trusting that the suggestions and recommendations will be used in the best possible manner to assure the continued attention to the fire problem in America, I remain,

Sincerely,

Chet
CHARLES A. HENRY
State Fire Commissioner

djm
Attachment
cc: Hon. Fred Villella/FEMA
Craig Williamson/FEMA

GENERAL RECOMMENDATIONS FOR CONTINUING FIRE-RELATED PROGRAM EMPHASIS OF FEMA/USFA

C. A. Henry - July 28, 1983

Recommendation	Program
A	Reinstitute the former Office of Public Education, or provide the new Office of Fire Prevention and Arson Control with adequate funding resources and staffing to continue with, but not be limited to, all programs associated with the Public Education Assistance Program during prior years.
	*Special emphasis should be placed on the continuation of the fire education resource network to deliver public fire safety education programs and materials; the encouragement of the purchase of smoke detectors for unprotected households through public education campaigns for use at the national, state, county or local level; the development of media kits targeted at reducing specific high-risk home hazards, and the provision of target fire safety information to high-risk populations; i.e., senior citizens, pre-schoolers and minorities.
	*Also addressed should be activities and program materials to assist local governments in the selection, adoption, implementation, management and enforcement of fire safety codes; the conduct of studies to improve the performance and reduce the cost of residential sprinklers; the development and dissemination of a listing by an approved testing laboratory of quick-reaction sprinkler heads for residential and light-hazard use, and the promotion of the purchase of such sprinklers for use in residences.
B	Reinstitute the former National Fire Data Center, or provide the new Office of Fire Data and Analysis with adequate funding resources and staffing to continue with, but not be limited to, all programs associated with the National Fire Incident Reporting System during prior years.
C	Reinstitute the former grants programs, or provide moneys within the newest system of disbursement that would provide qualified state, county or local fire focal points to develop, implement and evaluate fire-related programs.

*International Society of Fire Service Instructors Position Paper

djm

SPECIFIC RECOMMENDATIONS FOR FY '84 FIRE-RELATED PROGRAM EFFORTS OF FEMA/USFA

C. A. Henry - July 28, 1983

Number	Program	Required	Responsibility	Comments
1	Provide seminars within state locations on a variety of topics, including but not limited to, fire safety codes, including unification and standardization.	Seminar Leaders; Program Materials	Office of Fire Prevention and Arson Control	Pennsylvania took advantage of the technical assistance available through 6 Smoke Detector Seminars; 14 Arson Seminars and 5 Juvenile Firesetter Seminars through the USFA.
2	**Provide written report of USFA historical accomplishments in-house and in the various states.	Written Materials	Office of Fire Policy and Coordination	Survey trip was made to Pennsylvania on 3/8/83.
3	**Provide copies of a five-year, long range plan for all fire-related entities within FEMA, including proposed goals, objectives, staffing and funding.	Written Materials	Office of Fire Policy and Coordination	Such plan would be of great assistance to the planning efforts of state fire focal points and state and national fire service organizations.
4	Provide advance, published notification of available public/private sector partnerships, with follow-up by (1) notification of project awards, and (2) report of project accomplishments.	Written Materials	Office of Fire Policy and Coordination	State fire focal points are not always fully aware of projects and funding which are available, nor of results achieved by such partnerships.
5	Provide advance, published notification of future scheduled hearings that would impact on any facet of fire safety. Such listing should include the date, time, place, type of hearing, committee or subcommittee identification, and a contact name, address and telephone number.	Written Materials	Office of Fire Policy and Coordination	State fire focal points are not always fully aware of hearings which impact on fire programs, nor provided with the opportunity to testify or make recommendations regarding best possible witnesses.

**Joint Council of Fire Service Organization Program Plan

Number	Program	Required	Responsibility	Comments
6	Provide written outline of the public hearing process and how it works, including guidelines for presenting statements or testimony.	Written Materials	Office of Fire Policy and Coordination	Such guidelines would be of great assistance to state, county or local entities or persons having the opportunity to testify at such hearings.
7	**Provide continuous updates on current programs such as the Arson Information Management Systems; the juvenile firesetter treatment program, and the Federal Arson Task Force; and provide adequate opportunity for input to, or participation in, such programs.	Written Materials	Office of Fire Prevention and Arson Control	Pennsylvania has had involvement in AIMS and juvenile firesetter programs; State Fire Commissioner is Chairman of the Governor's Interagency Task Force on Arson.
8	**Provide the opportunity to provide input to, and participate in, such programs as the proposed smoke detector survey, the development of an arson computer project, the three-phase rural arson project, the kerosene (or preferably "alternative heating device") survey, and any other developmental fire-related project.	Involvement	All Offices	Pennsylvania has an outstanding combination of rural, suburban and urban counties (or combinations thereof) which would be ideal for pilot programs.

**Joint Council of Fire Service Organizations Program Plan

cc: Hon. Fred Villella/FEMA
Craig Williamson/PEMA

djm

Mr. WALGREN. Well, thank you very much. The concept of leadership and coordination and cooperation, it almost sort of slips through your fingers in a way, and I don't almost know how to pursue it. You raise the FEMA problem and the firefighter being considered the first responder, and, therefore, he has got to be involved in an integrated system.

Yet, when you look pragmatically at FEMA, we find all the attention elsewhere, at least on a budgetary range, and maybe we don't need more budget, but are we getting lost in FEMA?

Mr. HENRY. I think so, sir. I see very little activity in the area. The National Fire Academy is doing an outstanding job, but I am talking about the Office of Public Education, the office that provides deliverables for the end user, and that is the consumer.

They made some fantastic—one of the public education assistance programs, what they called PEAP, and that was one of the best dollar-for-dollar programs that came out of the Federal Government. We got a small grant of $35,000 in 1977, and we have gotten so much mileage out of that and generated such a momentum that it is just unreal, believe me.

Mr. WALGREN. The State received $35,000?

Mr. HENRY. $35,000 for a period of over 3 years.

Mr. WALGREN. What did we do with that?

Mr. HENRY. We just finished our third biennial fire awareness symposium where we bring the best leaders in the fire service and expose them to new innovated programs that are available in dealing with the fire problem.

We provided a handbook called Fire Administration. We provided a document called Fire Resources, which identifies programs, people and the types of materials that are available not only in Pennsylvania but throughout the United States. It is about a 230-page document. It is called a Resource Catalog.

We have a network, a delivery system, as far as fire awareness educators that we bring instructors in, and whatever resources we have available in the Office of Fire Safety Services, we train these people to go out and deliver, and the way we are going to do it through our Department of Aging, we are going to bring in retired firefighters or retired senior citizens.

We will bring them into given areas, and we will train these people to deliver this module, this program to better inform our senior citizens about fire awareness and that is what we do with that money.

Mr. WALGREN. Let me ask Professor Bland whether we are getting lost in FEMA, and can we get the kind of direction that you seem to ask for from that kind of structure?

Mr. BLAND. It, frankly, was a disappointment to me when the Carter administration,[18] and I think the Congress, because it let [19]the reorganization through, as far as I know, without contest. The USFA was put into the Congress [20] for a very specific reason, and the administrator's structure[21] was established very knowledgeable.[22]

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[18] Omit comma and insert in lieu thereof "proposed".

[19] After "Congress" omit ", because it let" and insert "support".

[20] In lieu of "the Congress" insert "Commerce".

What we were trying to do was establish a visibility for fire at a high level within Government. We weren't trying to build another regulatory organization. We were trying to build—and if you recall, that came out that the administrator was equivalent to the Assistant Secretary of Commerce. There was a turf fight within commerce as to whether it should be at that level.

The decision was, let's establish it there in order to get the visibility. It belonged there because we were also having—if you read "America Burning," in its back there is a minority report by a charming gal, Dr. Ann Phillips. I will never forgive her for writing a minority report, but I would feel badly if she had not because she believed so strongly in what she believed.

Dr. Phillips said in her report: You have run roughshod over the Department of Commerce. Now Commerce said[23] that all of this should belong in the Bureau of Standards. Some of us said we didn't want to lock it behind that chain link fence, it is too broad a public problem.

So the compromise that Magnuson and those people worked out was to establish an Assistant Secretary level, give it the visibility, keep it in the same corral as the Bureau of Standards and force the research people in the more pragmatic side of it, the U.S. Fire Administration[24] the NBS were, to talk to each other.

Originally what it said was that the money for the Center for Fire Research would have to flow through this the USFA Administrator. He would not control it, but he was going to help establish the research priority.

The movement from Commerce and the[25] visible position that it had to FEMA was a sad move, as far as I am concerned. It separated it from its research and engineering arm. It separated it from the engineering group, and there is a necessity. Fire is a technological problem. It is a human problem. It is a technological problem, also.

I think USFA is being hidden, or the potential of being submerged in the flood of FEMA is probably very real. I am reluctant to raise this question, but I will do it because it is a very real concern.

Let me tell you what my concern comes from. I have been a firefighter. I have ridden fire engines and fire trucks since 1943. This year already, I guess, I have been on 100 fires in State College, Pa. I am concerned that the U.S. Fire Academy is seeming to be so obsessed by what I think are things that are legitimately things that belong within the public sector; namely, a better breathing apparatus.

If there can be a better breathing apparatus built, there are 2,700 fire companies in the State of Pennsylvania. They will buy a better breathing apparatus. If private industry comes up with a better breathing apparatus, I think the market is there. The Federal Government, they might set the pace but won't have to do that.

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[21] In lieu of "structure" insert "position".

[22] In lieu of "knowledgeable" insert "objectively".

[23] In lieu of "said" insert "held".

[24] Insert "and".

[25] Insert "loss of" before "visible".

I don't know what to do about better protective clothing for firefighters. The [26] representative raised the question. Firefighters are hurt by impact. Now, if you are going to house a firefighter and protect him, you will house them the way they did the knights of old. You will put him in a hunk of armor, and then you will have to whip him with a rope and toggle [27] on the tailgate. That is the way to protect people from impact injuries.

I am just really concerned that we are not serving the public with the U.S. Fire Administration. We are tending to narrow down and serve a very narrow part of the fire community, namely, the firefighter.

Now it is one, and it hurts me to say that, but we have narrowed that down because of influences I think that are working on you guys to the point where they say breathing apparatus, better coats. Danny Aston will probably throw a rock at me for this, but adding more men on fire engines and adding more fire engines in the State of Pennsylvania is not going to significantly reduce fire loss in the State.

We already have 2,700 fire companies. I don't know how to count the number of firemen. Adding a [28] pension program in Pennsylvania is going to increase the number of firemen so fast, we won't know how to count them. We don't know how to count them already.

That is what is worrying me about the academy. Now, that is not new to me, Doug, because the first meeting we had was in New Hampshire with the National Commission on Fire Prevention Control, the vice chairman of it, a good friend, Howie McClennan, as chief of the IAFF, here I was a third assistant chief up at State College, finally turned to Howie and said: "What do you guys want?" And he said: "We want an academy like the minors have." I said: "How much money do you want?" And he said: "We want $200 million." And I said: "You wouldn't know what to do with $200 million if they gave it to you."

We have ended up buying two colleges. I don't know what we did with the first one. We are trying to operate one at Emmitsburg now. I think you fellows have bid on it. Just in Pennsylvania we have so many firefighters and so many companies that that outfit cannot have the outreach that is necessary.

Chet runs a fire school in Lewistown, Pa., and there are just so many here at the State level. He can't get to those people.

We are talking in the State of Pennsylvania of new people coming into the fire service [29] about the equivalent of the number of people that went into the 7th grade. I don't mean intelligence back there. Someone snickered. I just mean the sheer mass of people that are moving in and out, and you are saying give them 24 hours of training, give them 54 hours of training. It is a massive number of people.

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[26] Insert "IAFF" before "representative".

[27] In lieu of "toggle" insert "tackles".

[28] Insert "volunteer".

[29] Insert "annually is".

I think the academy has failed to be the conduit to the public. When I say the public, I mean the citizens, and I mean the total community: Society fire protection engineers, chemists, chemical groups.

Mr. Walgren. I wonder whether clearly we respond to intense interests and dramatic interests, and so there has been a response directed toward the firefighter and an intense response, we feel we respond intensively to that, and I think that the problem, would I be right in your view, the problem may not be so much in the fact of that response but the lack of response acros[illegible] the rest of the spectrum.

There you run into the blocking forces that you indicate that seem to prevent us from doing some of these things that would then go toward the citizen as oppose to the——

Mr. Bland. I can remember very early in my tenure in the commission, the joint council, which you fellows have talked to, and I have great respect for the people there. There was a gentleman there that is dead now by the name of Emmett Cox. Some of the guys in the room remember him.

And one time the joint council was meeting, and I remember calling Emmett and saying: "Be very careful you don't throw the baby out with the bath water." You guys in the joint council are going at this thing, in my view, much too narrowly.

You are pulling yourself into genuine concerns of a very—what I considered a narrow group. It is the public, the gentlemen that sat here with me today, which suffered the effects of fire, most of us in the fire service don't suffer that much, do we, Chet? I think I enjoy it.

So I think you are probably right. We have to respond to these needs, but we have got to have a broader picture if we are going to significantly reduce the life and property loss from fire. If we are going to satisfy the American constituency——

Mr. Walgren. Yes, but if I could maybe make that point better, it strikes me that what you are saying is that we have a real response in the area of the firefighter itself, and yet we are confronted with administration after administration that has not supported a Federal fire focus, and it would strike me that in that vacuum or in that range, that activity has not developed in maybe the direction that you think we should be going.

Mr. Bland. My own feelings would be that if we force a change out of FEMA at this point, we might kill the baby. Another reorganization might do it completely.

Mr. Walgren. Let me turn to Mr. McGrath.

Mr. McGrath. First of all, just off the top of my head, whether or not it works pragmatically, if the fire service, and the fire academy and the administration are going to get lost in FEMA, it is going to be worse with Commerce with international trade and all the other activity.

If we have problems within FEMA. But we should address those problems within FEMA. But in my point of view, it logically belongs to an agency that concerns itself with emergency management.

The other question I would have, off the top of my head, Is some of this apathy that you were referring to, is that a problem of recruitment and training? Are you having problems recruiting your volunteer firemen throughout the State, and as a result, training becomes less of a problem because you don't have enough of a man force or woman force to handle the manning necessary in those areas?

Mr. HENRY. It is a real problem, yes, sir. We see a decreasing number of volunteer firefighters in the Commonwealth of Pennsylvania. Like Dick pointed out, we usually use a figure of 3,000 separate volunteer fire companies. They boast a membership of 300,000 strong. That is card-carrying numbers, but in reality, the actual fire ground——

Mr. McGRATH. Active.

Mr. HENRY. We are lucky we have 75,000, but we do see a tremendous decrease in numbers. It is understandable. We are living in a very complex society today. Years ago the firefighter was always looked to as a hero. He could do no wrong. But today it is not uncommon to see a member being sued for being incompetent for his actions or his inactions and as a result of that, these younger people who are better educated I guess than maybe what we were, they said: "Why the hell should I go out and volunteer my services to help somebody when tomorrow they are going to turn around and sue me?" So it is a real problem.

Mr. McGRATH. I found just the opposite happened in my home county, in my hometown of Valley Stream. We usually had a 450-man department in our village, and it is slowly dwindling down. As you say, the older guys are becoming less and less active even though they kept their status as a full-time fireman. They were generally wardens and whatever.

Until on Thanksgiving Day about 3 years ago, a temple burned down in my village two blocks from my home, and two of our friends were killed, and five others ended up in a burn center for months and months and months. And you might be interested in knowing that 100 new younger 18- to 21-year-olds joined as a result of that tragedy.

So I think it can be done. Dr. Bland, I think many of the problems that you articulated are problems of a result of lack of establishing objectives and goals. We have on every level of government, everything the Federal Government does is repeated at State and local levels of government. And far too often, in my estimation, in every problem with every agency, we don't articulate objectives and goals, who is going to do what, and understand there is going to be a certain amount of overlapping between those levels of government, necessarily.

But when we fail to articulate certain objectives for the Fire Administration, for the fire academies, for either the examination of research and the prevention and safety, new safety techniques—given the facts that there are new hazardous types of materials that are being burned—and identification of those materials, identification of where those materials are, I think if you examine all of those problems, there is an objective and goal for each. And, it is up to the Fire Administration to articulate to Federal. And it might be at that level to disseminate information and research to States.

And it might be for the States to disseminate them to the local and maybe all of them to get together so that where firefighting takes place, that is at the local level, that somewhere along the line, somebody comes up with an organization, the ability to organize at the local level.

I don't care if it is the Federal level doing it or the State level, whatever it is, whatever it is worth, somebody has got to organize the local guys so that they get the information, they have an idea where those hazardous materials are, and what buildings, and how they can better fight those fires.

Maybe you ought to take a look back at the Commission, take a look at what the objectives and goals were, and rather than going for the safety protection of turnout coats or turndown boots or new breathing apparatus, which is all necessary, and I think does make a point that can be done by the private enterprise. If you are going to build a better one, they are going to buy it, but the fact simply is this: We are not going to get that information out. We are not going to implement it at the local level, and we are not going to have the effective kind of fire prevention and control that we are looking for.

So I would say that maybe we ought to take a look. Somebody brought up the Champion of Fire Prevention or at least to focus. Believe me, there is no more a champion than those who wield political clout. And, in my State and in my county, if you can get them registered, volunteer firemen have the most political clout, because we probably have as many volunteer fire companies in our county as anyplace. And, they are all up to date as far as recruitment is concerned, and most of them are registered and most of them are active in politics.

So I would suggest that that might be a vehicle by which you can develop a champion.

Mr. **Bland**. When I was after a champion, I was looking right at you two guys.

Mr. **McGrath**. I am one because I am.

Mr. **Bland**. Because I remember Congressman Jerry Pettis who was killed in an aircraft accident who was our champion, Senator Magnuson, who is, of course, gone from here at the present time, and those were exciting days.

Mr. **Henry**. For the record, I hope I didn't confuse anybody, I am not opposed to the USFA being in FEMA. I am concerned about the lack of attention that our prior program is receiving since it has been in FEMA, because when we were in Commerce, we had the academy assistance program, the policy development assistance program, the public education assistance program, national fire incident reporting program, arson programs, and I can go on and on and on.

Mr. **McGrath**. Did they take that whole block out of Congress and put them into FEMA?

Mr. **Henry**. Yes, sir. The Office of Public Education is dead.

Mr. **McGrath**. And then some administrator in FEMA decided some of them were no longer necessary?

Mr. **Henry**. I have another $64 question for you since you asked us who is in charge. We have been trying to get that answered for 200 years. In Pennsylvania, the police chief is in charge, the fire chief is in charge, and the EMS guy, he is in charge now. So it is kind of——

Mr. McGrath. We decided in Nassau County the police chief is in charge. At least the voluntary agencies take their orders from them, because in most cases, the first to respond will be the police anyway, and in the case of a spill or some highway accident involving——

Mr. Henry. I would like to know what is happening to the money that originally was appropriated for the USFA and the public education office.

Congressman Walgren mentioned the Fire Data Center. When I call down there, I am lucky if I get anyone to answer the phone. Usually if I am lucky enough, they don't know what I am talking about, so I have to question the stability of our Fire Data Center.

I would like to know, and I recognize the importance of the International Association of Fire Chiefs and the political sensitivities there involved. I recognize the International Society of Fire Service Instructors, of whom I am a member. I recognize the power behind the National Fire Protection Association, of which I am a member. I recognize the clout behind the International Association of Firefighters.

But I would like to know the money these people received in grants, how is that money going to be used, and what will the benefit be down to States, and how will it filter down to the people that we are most concerned about, the end user, the people dying as a result of fire? These are the questions that I would like to know.[30]

Mr. McGrath. I guess the point I was going to make before, I guess whatever happened to the money, it is like after hearing me sing, "What did I do with the money my mother gave me for singing lessons? the same kind of thing.

My point is, unless you get somebody at the end like the local firefighter, unless he is convinced that it is necessary to put on a turndown coat or to wear an oxygen tank into the fire, then what the hell is the sense?

My brother gets a yearly allowance for turnout coats, boots and helmets and puts it in his pocket. He has had the same one he has had for 13 or 14 years. I look at him like he is nuts, but the point is, unless you can convince the individual firefighter it is necessary and worth it, how do you expect to convince the public that it is necessary and worth it for them to do things in order to protect their own lives?

Mr. Bland. I think you put your finger on a problem, and it is the massiveness of this problem. From the tailboard firefighter, clear up to the Congress, we have misconceptions, we have ways of thinking about it that have led us into the difficulty we are in.

You can walk into practically any city right now, look at its housing and predict its fire incident rate. That is not going to get any better as the country's housing gets older and older and older. When he says to me fire death rate is going down over the phone and he gets excited about it, I have to say: "Chet, I am not sure whether that is something we are doing in the fire service or whether the medical profession has now learned to treat inhalation injuries and burns better."

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[30] Insert "the answers".

Mr. HENRY. It is still education.

Mr. BLAND. We must not get too excited about what we are doing. It might be——

Mr. MCGRATH. You are referring to as the age population gets older, the statistics of casualties heavily in the senior citizen group that it is going to get old, that is going to become more and more prevalent. I suggest that is a fair evaluation.

Mr. HENRY. I have just a couple concerns about that approach. I like to be very positive about it. It is like the arson problem. How many years have we been hearing arson as a profit is the fastest growing crime in the Nation?

Everybody was concerned and justifiably so. But yet today only because of the Federal fire focal point, those people down in the Feds, they took and initialed the action to get us together. They hit us all with a 2 by 4, the fire chiefs, the police chiefs, the insurance industry, we wouldn't talk to anybody. It was almost like we were investigating a separate thing. This is my turf, we wouldn't share information.

They got us all together in the last 4 or 5 years, and they made us realize what jackasses we really were, and they provided technical resources, the Alcohol, Tobacco, and Firearms, the FBI, the postal authorities. They got us all together. We started to talk to each other, and in a few short years, we are starting to see some measurable results in our efforts to address the arson problem. We see decreases now in numbers.

So I really believe that when you look at what has been done, you cannot challenge that we are moving in the right direction. We did have our act together, but I don't understand why we disrupted successful programs. They wanted to abolish the ATF. They wanted to move the arson out of that, and everything that provided some measurable benefits, it seems like they are disrupting it. That is what I don't understand.

Mr. BLAND. Wasn't the arson money put into LEAA by Congress?

Mr. HENRY. Yes; they took it out of there.

Mr. BLAND. But moved it from the U.S. Fire Administration to LEAA and killed it in LEAA.

Mr. MCGRATH. I can tell you what happened to LEAA. LEAA is a good idea except when it comes to the State, it becomes a wholly discretionary program as to the Governor of the State. And, many governors used and abused those LEAA moneys and did not use them for the purpose for which they were originally intended. And, as a result, there was political pressure on Members of Congress, including myself, to do away with some of those things. And, we resisted this, and we tried to make it better, but the abuse was so profound in some areas that it——

Mr. BLAND. We run the same risk with the Fire Administration. We got that formed the wrong way.

Mr. WALGREN. Well, thank you very much, gentlemen, for your contributions and for giving us some leads to pursue that I hope bear some fruit.

We have now a number of local fire chiefs and marshals from various local municipalities. I would like to invite them to come forward: Jack Mason, the fire marshal of Penn Hills Township; Ron Yosi, the chief at Whitehall Volunteer Fire Co.; Dan Aston, the fire marshal at Monroeville; and John Rowe, the chief of West Elizabeth.

You folks will round out the program today, and it is felt that it would be particularly interesting to hear the comments that you might like to make to this kind of a record that they are making, and in view of the time, we have gone on, so let me ask you to at least limit yourself somewhat, but we are very interested in your experiences and the gaps that you see that you might be able to point us toward.

Let's just go down the line and start with Mr. Rowe.

STATEMENTS OF JOHN ROWE, FIRE CHIEF, WEST ELIZABETH; DANIEL ASTON, FIRE OFFICIAL, MONROEVILLE; JACK MASON, FIRE MARSHAL, PENN HILLS TOWNSHIP

Mr. ROWE. Thank you for permitting me to speak. I do have a statement that I would like to enter for the record, but I will change my line of remarks at this particular time.

Mr. WALGREN. Written statements will be made part of the record and will appear in sequence, so that it will be at this point in the record when it is read.

Mr. ROWE. Listening to some of the testimony that has been given so far, I think it is important that we realize when we start to talk about the fire service, where did we get our firemen from? From the time we are 3 years old we are fascinated by fire. When we are 3, we are playing with matches. When we are 3, we are building fires in our bedrooms out of comic books. By the time we reach high school, we are looking for bonfires at the football games and what not.

We sit in front of our fireplaces for a romantic evening. We have old flames, we have burning passions, and we have got a lot of red-hot lovers. There is no doubt about it, by the time we are old enough, we are sitting on top of what they used to call a funeral pyre. Fire plays such an important part in our lives, in our psychoses, there is no way for us to get rid of it. There is nothing we can do about it, but we have not yet learned to educate our public to the fullest extent on how to save them from it.

There is no doubt in my mind that we have been remiss in our responsibilities by[31] taking the information that we have that we possess and giving it back to people the way we have been taught. We systematically religiously sacrifice around 130 firefighters every year to where we are attempting to save some 8,000 people from fire who die and will never know that they needed not become statistics. I think it is appalling that we as persons in the fire service have not addressed ourselves to the problems of prevention.

We are starting to realize more often that, yes, prevention is a very big part in what a fire company operation really is, and it hasn't been until recently that we have treated it as such. Now, we get all the kids in town and say, "Hey, if you do this, if you badger your mother long enough, yeah, she will take care of it."

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[31] Insert "not".

She won't put that[32] on the stove, and dad is not going to store that gasoline around the hot water tank or the gas furnace. "Hey, it is winter, we don't use the lawnmowers where you put that can. The house isn't the place for it." The kids will tell that to the parents. They are not going to listen to us sometimes.

We get our firefighters in the volunteer service at a very young age. We have people coming in at 16 to 18 as junior members learning the fundamentals, and then at 18 we are turning them loose on the world where they really have not outgrown their fascination with fire.

If it wasn't for the fact that they are fascinated, these people who say they are joining the fire service today out of civic commitment, civic duties, I have to reasonably assure myself that they can't be right. If it was civic duty that we were here for, we would be out having our fund-raisers to buy dump trucks and brooms and shovels. We would be out cleaning the streets in our communities. We would be painting the curbs, cleaning the graphite[33] off the signs and making our communities better looking.

No, fascination brings us to the service, it keeps us there, and hopefully, we learn enough as we grow older in the service to tell the people around us where our mistakes are. We don't treat it the way we should. It is a serious crime that we do not approach our problems in that direction.

We have professional standards for police officers. We have professional standards for paramedics. You have professional standards for doctors and lawyers. There is not a professional standard in place that forces anybody coming into the fire service to learn anything. Volunteers are volunteers. You can't force them to do anything. If the chief says, you must do this, he is not there next year. He is no longer going to be a fire chief.

Sometimes I feel that we have a very real need for big brother in these lines. We cannot afford to not force our volunteers to be very regimented.

As far as teaching them these skills and getting them to take these skills and apply these skills, we have learned much through the Center for Fire Research on how to avoid collapsing from fire, how to avoid being overtaken by the toxic fumes. Yeah, sure, now we have our breathing apparatus. We go to the academy and we learn tremendous new strategies and tactics on how to defeat this horror of our national embarrassment of fire. What we have not yet done is collectively and as a group addressed the problem in its real seriousness.

We have not come down and said: "We are responsible for turning around and committing ourselves and our actions to prevent those fires before they occur."

Sure, we are here to handle them, but I would much prefer that I was here to stop them. Most of the things that we have in the fire service are hand-me-downs. Fire service has never really taken the actions that it needs to sit down and say: "This is what we have to do." We have always sort of lagged and followed the rest of the [34] city.

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[32] Insert "Bic".

[33] In lieu of "graphite" insert "graffiti".

It hasn't been until recently that we actually go ahead of things and said: "This is what we need for us. Let's quit using these things from other directions." And it hasn't been until recently that we started to develop those thoughts toward protection.

It would be a serious problem if nobody would address fire protection in public fire education, but we are still lacking here, and what we need as firefighters, and me as a chief officer. I have sat down, and I have taken a look at the things that have been given to me. I have analyzed it. I have looked at it seriously, and I have tried to do things with it.

But we have not committed our public to learning these. They feel that they don't really need this information, that they are not going to be involved, and I don't think it is so much that we are not telling them the problem, we are not making them understand the problem.

I tend to take a look at data research information we are given. You know, it hasn't been too long ago, I called and tried to enter statistics into the National Fire Incident Reporting System. They would not take my information. They said to me that you are not in a State that is organized as far as that is concerned. They won't take my information.

If we are sitting here today and I have something that is very important as far as information to give you about fire, and you turn it away, you are turning away a resource. This is something that has been done in government.

We have neglected to address each individual system that is involved in the greater mechanism, and we cannot afford to do it. It would be my hope that the administration would [35] do away with all these mechanisms that have been put into place, and I really would hate to see that in 1973 and 1974 America was burning and in 1983 is still burning, turning America into ashes over a loss of funding for the centers who are providing us with information and the mechanisms to give this information and better information for people who are being impinged upon.

[The prepared statement of John Rowe follows:]

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[34] In lieu of "the city" insert "industry".

[35] in lieu of "would" insert "wouldn't".

A PLEA TO CONTINUE FUNDS FOR

THE STUDY OF FIRE BEHAVIOR

PUBLIC FIRE EDUCATION

THE DEVELOPMENT OF PERSONAL EQUIPMENT FOR FIRE SUPPRESSION

AT OR THROUGH THE CENTER FOR FIRE RESEARCH

Statement of John Edw. Rowe
Fire Chief, West Elizabeth Vol. Fire Co.

Before the
House Committee on Science and Technology
Subcommittee on Science, Research, and Technology

on 14 October 1983
in Pittsburgh, Pennsylvania

It is undeniable that, as children, we are fascinated by fire, and firefighters, and fire apparatus. When an alarm sounds, we all run to the curb to be first to see the trucks with lights flashing and sirens blaring, storm down the streets. We scamper to be first to watch the firefighters perform their many tasks, first to sit in the engines, and first on the lap of the man in the white hat and coat. We are first to see a firemens' parade, first to sign a volunteer fire company membership application, and first to fill openings in paid fire services. We are first to purchase shiny, new fire apparatus, and first to use that apparatus to extinguish a blaze.

Why, then, are we not also first in fire prevention and public fire education?

Each year, we religiously sacrifice about 130 firefighters. They are lost attempting to save some 8000 American victims who will never know that they needed not become statistics. Many of these victims were, no doubt, unaware that they were surrounding themselves with a cloak of death. They were not educated in fire safety and fire prevention. For some reason, they were not to benefit from the programs developed for the purpose of saving them from self-destruction.

It may be that they didn't care, or that they didn't think they would ever be affected. More importantly, it may have been that we failed to educate them as we say we must have.

It is imperative that our message of fire safety reaches, and is understood by, every American. But that message must be backed with the irrefutable evidence that can only be obtained from intense research and study of both fire behavior, and the toxicity of all that with which we surround ourselves.

Programs developed by the U S Fire Administration, based on studies of the Center for Fire Research, and taught through the National Fire Academy, have led to significant changes in the ways that we attack that horror of our National embarrassment known as fire.

Much of what we know about fire behavior, and the prevention of fire, has been given to us by programs funded largely by the Federal Government. These same programs have contributed greatly to advances in built-in safety in the construction trade areas, and specialized equipment has been developed to allow us to use new suppression techniques formulated from fire-model studies.

Presentations of fire safety and prevention programs for the public are direct results of scientific examination of our fire problem by many leading experts working together as a single group. Nowhere, and at no other time in our history, has there been as much an impact on the providing for fire safety as has been made since the facilitation of the Center for Fire Research.

As a Chief Officer, I know more about fire behavior, can better predict and plan at a fire incident, and can more effectively attack and suppress a fire, based on information made available to me through the Academy training programs.

My learning experiences at Emmitsburg can never be equalled by local and State level programs. To have that much expert information available at a single place at one time each and every day is a tremendous advance in fire training strategy. Never before has the small Company officer been exposed to such expert testimony and tactical knowledge as is had there.

Previously, we had to follow our neighbor's tracks. Today, we are better fire suppression technicians, through the use of strategies and tactics learned from geographical areas similar to our own, but developed by fire officers not in our localized rut of tradition. The interplay has been nothing less than fantastic. We are not nearly as territorialistic as we once were, and have become tremendously more professional in our attitudes, and our perception of fire company operations concerning fire prevention.

It is unthinkable that the progress made in fire study is being jeopardized, and that the quality in programming and education at the Academy may suffer for lack of funding to continue the Center for Fire Research, the largest contributor of accurate and scientifically gathered data on fire. More Americans need to know about fire prevention, that I needn't worry that the next alarm I answer may yield yet another gruesome statistic.

For the Administration to sever funding for the invaluable study of fire behavior, and for the responsible informing of John Doe citizen is a strong indictment against those who would deny us the knowledge and technology to suppress and defeat fire in America.

Ladies and Gentlemen, in 1974, America was burning. In 1983, America is still burning. I am certain I speak for many when I say I am outraged that the Administration would let a burning America become an America in ashes.

Do not permit the Administration to zero-budget the Center for Fire Research. Do not permit the Administration to parent regression in fire science and technology. Do not permit the Administration to cause my children, and my childrens' children to watch as America is systematically washed down the street.

I present you with this plea to redouble your resolve to strengthen this great Nation's commitment to secure the safety of an America in flames.

Thankyou.

Mr. WALGREN. OK, good statement. Thank you very much. Mr. Aston.

Mr. ASTON. Gentlemen, I want to thank you for allowing me to talk. I am one of those individuals who support the National Fire Academy 150 percent. I have a brief statement here I will read to you. It is very basic. I wish to present to you a list of the positive results which I have observed for fire protection education programs and information dissemination efforts of the National Fire Academy.

Now there are two areas of observations I have made and these, of course, will be very limited because they are microscopic in comparison with what Dr. Bland was talking about. I look at the community.

The observations will be training of fire protection through code enforcement. The second area will be educational information through the community college programs. I am going to have to use a little of my background to try to illustrate this point. It won't take long.

I am employed by the municipality of Monroeville, Pa. A significant portion of my time is dedicated to control of fire by enforcement of building and fire prevention codes. The position of a fire official was created by Monroeville in 1973 to assist voluntary fire companies in the performance of fire protection and life safety for the municipality.

A strong code enforcement program was developed through immense efforts in research methods, trial and error methods. It took a long time to get it in place. The community development was finally put into place, and we have fire and life safety from the time the building is a roll of drawings to the time the building is taken down.

The municipality currently enjoys automatic fire protection in some 86 percent through its merchantile, assembly, industrial, and business occupations in this jurisdiction. It has also estimated that

78 percent of all of our residential structures have installed automatic smoke detection systems by legislation, local legislation.

The overall results indicate a record of approximately a 90 percent decrease in fires of over $1,000 since 1970, and a zero loss of life in fire in 10 years.

Now, this program, as I said, was established prior to the National Fire Academy; however, my friend, Mr. Bland, had just completed "America Burning" when we started to get this going. During February 1982, I attended Emmitsburg for 4 weeks.

And I was very surprised and delighted to find that you offer four courses down there dealing with fire prevention, code enforcement, sites planning, and structural development. This is very close to the same parallel or parallels of what we have done in Monroeville, of course, on a much smaller scale. The programs are excellent, and if they were in practice in 1973, it wouldn't have taken us 10 years of trial and error and research, and they work.

I cannot emphasize strong enough the need for continuing support of the National Fire Academy. It is vital, fellows. But I enjoin you gentlemen to increase the funding for these fire prevention programs so that they may be provided on a local level basis through the Fire Academy directly to the fire commissioner's office because we are getting results. The results are positive.

This is not to say that we don't have problems in our community where it can't lose lives, but it is paying dividends. I also would like to add that I realize that the competition for Federal funds is intense at this time.

But positive steps, once again, positive steps are being accomplished by some of the programs in place at that academy. In addition to my position as fire official for Monroeville, I also wear the hat of coordinator of fire service curriculum for our local Allegheny County Community College. I also instruct there in foreign sciences and also through attending of the Fire Academy, we are able to adjust our curriculum on the community college level to reflect some of these.

I would indicate to you that I feel there is a need for an effort for stronger communication between the Fire Academy and the community college as college-level programs are being taught in fire science, not only in Pennsylvania but throughout the country, so we could enjoy a uniform curriculum so we would have the same classes being taught in Oregon as are being taught in Pennsylvania. The present facilities down there are just fantastic.

I would like to compliment this committee on your help and input, particularly in the automatic systems laboratory. I am sure this installation must have cost close to $0.5 million.

It is necessary for us to indicate to the committee that you should continue to fund this laboratory, and you should increase the funds to keep this up to date and modern, to make it the most modern laboratory that we have in the country because it allows the firefighter to go in there and learn about systems and how they can be utilized to protect people like our first witness here from happening, being caught in a fire death situation.

Finally, I would like to commend the committee on the administrative ability of Mr. Donovan who sits at the hilt of this fire thing, and also to Mr. Steven Hill. They are outstanding as far as their efforts to try to help us.

I would like to close with this thought to you, gentlemen, if you continue to aid the fire service by providing additional funds for the National Fire Academy, we can lick the fire problem. I feel confident we can lick it. Our aim is to have a community in which no one person will die from fire, in which no one will lose property because of fire, and I know it is a little bit dramatic, but I think sometimes a guy like me has to get up and say what he truly feels, and I think we are on the right track.

[The prepared statement of Daniel Aston follows:]

TESTIMONY OF DANIEL ASTON

OCTOBER 15, 1983

Gentlemen:

I wish to present to the honorable assemblage, a list of positive results which I have observed relating to fire protection educational programs and information dissemation efforts of the National Fire Academy.

These observations have occurred in two specific areas. They are:

1. Training of Fire Protection through code enforcement.

2. Educational information for Community College Programs.

I am employed as Fire Official of the Municipality of Monroeville, Pennsylvania and a significant portion of my time is dedicated to control of fire by enforcement of building and fire prevention codes. The position of Fire Official was created in 1973 to assist the volunteer firefighting forces of Monroeville.

A strong code enforcement program was developed through emmense efforts in research. Community development was designed from site planning through existing structures based upon life and fire safety.

The Municipality currently enjoys automatic fire protection in some form in 86% of the mercantile, assembly, industrial, institutional, and business occupancies within its jurisdiction.

Also, it is estimated that 78% of all residential structures have installed automatic smoke detection devices. The overall results indicate a record of approximately 90% decrease in fires of over $1,000 since 1970 in the community and a 0 loss of life record from fires.

This has been accomplished by in large with a complete volunteer fire suppression force, thus low costation in local tax levels for fire protection is necessary.

This program was prior to the establishment of the National Fire Academy, however, during February 1982, I attended the National Fire Academy at Emmitsburg, Maryland and was surprised to find that four fire prevention and code enforcement educational programs are well established and are extremely relevant to modern day fire protection demands and closely parallel the Monroeville fire prevention program which had taken ten years to develop by the Fire Department.

I cannot emphasise strongly enough the need for the continued support of the programs at the National Fire Academy, but I enjoin this august body to increase funding for these fire prevention programs to be provided on local level basis directly through the National Fire Academy to the State Fire Commissioners Office.

I realize that the competition for federal funds is intense at this time, however, positive steps are being accomplished through the expenditure for the National Fire Academy.

In addition to my position as Fire Official for Monroeville, I also wear the hat of Coordinator of Fire Service Curricilum for Allegheny County Community College as well as instructor in fire sciences.

Through use of existing National Fire Academy programs, I am able to adjust existing fire sciences curricilum to reflect the advance programs offered to residents of the National Academy. I feel that additional informational areas could be added to the National Fire Academy to further assist Community College Programs in obtaining uniformity of service service curricilum throughout the nation.

Permanent facilities such as the automatic systems laboratory located at the academy are exceptional and additional funding must be generated to keep this laboratory the most modern and effective in the county.

Finally, I would like to commend to the committee the administrative ability of Mr. J. Donovan, and Mr. Steven W. Hill for outstanding efforts in the educational level predicated by these gentlemen to the fire services.

I will close with this parting thought. Continue to aid the fire service by providing additional funds for the National Fire Academy and we will lick the fire problem -- Our aim is to have a community in which no one will die from fire and no person will loose his property.

Daniel Aston,
Certified Fire Protection Specialist
No. 178

Mr. WALGREN. Thank you very much.

You know, we hear several times people who are surprised to find what is down there, and that has got to indicate that something down there isn't getting out on some levels that it ought to be getting out on.

Mr. McGRATH. Let me ask, those statistics you cited are certainly impressive. Let me just ask you: As far as smoke detectors, you said there was a local law requiring them. That is understandable. How about the code enforcement? Is your code more strict than that recommended by the National Bureau of Standards?

Mr. ASTON. We take the basic building code and fire prevention code you are probably aware exists within the four United States Codes. We implement this with our local ordinances which can be backed up by data, either legal data or statistics collected legally along with recent events occurring in construction which are reselected by National Bureau of Standards. I think it is a level of interpretation and the intent of the interpretation that is different.

I would also say to you that if you will notice if you study codes, which of course we have to, we live with them, you will find that the trend in the United States, particularly in building codes, is to move away from automatic or built-in fire protection to lessen rather than increase them, and, gentlemen, I did not speak on this subject, but I would say to you that, in my opinion, our building codes are being influenced by lobby groups who realize the cost of built-in automatic protection, but I don't see another way for us to apply this technology than with codes; and if the Government could do something to help us, as well as a minimum standard, it would be a tremendous step in the right direction.

I think the Fire Academy has the personnel down there to make such a movement. I would hope that it would be something that someone would consider.

Mr. McGRATH. I would just point out to you that some of the bigger buildings in the area where I live are built by government, like the World Trade Center, which has no automatic fire protection.

Mr. ASTON. I am aware of that. I don't like to go to the World Trade Center for that reason.

Mr. WALGREN. And you know, Mr. Aston does not represent a small community. Monroeville's population is what now?

Mr. ASTON. We have about 36,000, 40,000 nighttime, but we have a quarter of a million or more daytime, and if you ever visit us, Representative, I think you would be impressed by our wall-to-wall traffic. We have the confluence of many major highways.

Mr. WALGREN. Mr. Mason.

Mr. MASON. Thank you for having me here today. I guess I am the last one here. I think I want to reiterate what has been said here today. I am also the fire marshal for the community of Penn Hills, which borders on Monroeville, and I have been a voluntary fireman for 14 years.

I think the best I can describe what I want to say today is just to relate some of my history in the fire service. When I came in, I remember the first fire that I went to, you pull up on the scene and you get out, and the flames and the smoke are there, and you get your equipment, and you get your hose, and you get to the front door; and if you ever stop for a minute and turn around, there is everyone out there watching you.

And at that point in time, you are it. You are the only one who can handle the situation because everything else at that point has failed.

I watched this procedure over the years I have been involved. Somebody came along with something called hazardous materials, and we got involved with handling that. Someone came along with arson, and we got involved with training for that.

We are fortunate here in Allegheny to have both the services of the county fire academy and the Community College of Allegheny County who offer these premises. We have in Penn Hills approximately 250 firefighters, of which at any given point in time probably at least between 5 and 10 percent men are attending classes at these schools.

The other thing I wanted to comment on is what Mr. Aston has said, we at Penn Hills, being a bordering community, saw the success that was breeding in Monroeville with the program they put in. Like at a lot of fire departments, you would sit back and put your feet on the desk and wait for the alarm to come in and don't do anything other than keep the equipment clean and have a bingo.

When the alarm comes in, you are in the limelight, and you are right there. We looked at what was happening and a new thing came in, and it was called fire protection and fire prevention. It was trying to educate the public that that stupid thing you do in your home or in your business is what is causing us to have to get out of bed at 3 o'clock in the morning and come there.

By educating you and also by going into the building and putting in sprinkler systems and detection systems, now we may still have the fire, but the problem of severity is limited rapidly. We have had a similar program in Penn Hills, and I became fire marshal in 1977.

We are a few years behind what Monroeville has, but we are seeing similar goals being reached as far as the fire protection. We still average probably between 450 and 500 alarms, but the actual inservice time, which is from the time we get the alarm to when we go out and fight the fire and come back and get the equipment ready again, has decreased dramatically, and we feel it is the fire prevention and fire protection coupled with the training of firemen.

The National Fire Academy, from what I have learned from the people that have been there, is probably the best thing that has happened so far in conjunction with the other programs around it, but the problem is we can't get to it. Even a weekend, it is tough for us as volunteers to take a weekend off, drive down there, and go through the class.

We have heard of some outreach programs, but typically what happens when you are in a community, this community says: "This is really great, let's get our guys here." And Penn Hills comes along. Do you have any openings? No, we are filled up.

I think by taking some of these programs and putting them into the community college system and coordinating it and also with the fire academy, we can take these Federal programs on a Federal level and put them into the fire prevention and protection, and I think we are going to see results like what Dan has been seeing in Monroeville, what I am seeing in Penn Hills, and what other communities are seeing who are practicing it. Those are my comments. Thank you.

[The prepared statement of Jack Mason follows:]

Municipality of PENN HILLS
A HOME RULE COMMUNITY
MUNICIPAL BUILDING
12245 FRANKSTOWN ROAD • PENN HILLS, PA. 15235
412 795-3500

Council
Phyllis T. Kernick, *Mayor*
Roy C. Ritenour, *Deputy Mayor*
Christine Altenburger
John J. Thomas
George Brenick

Honorable Doug Walgren,

October 13, 1983

Dear Sir,

Attached you will find a brief discussion of the following:

- The Fire Department and Firefighting Efforts in Penn Hills
- Fire Training in Penn Hills
- Fire Safety Tips
- What to do When There is a Fire

I will outline certain of this information during my testimony on Friday, October 14, 1983.

I have served as a Volunteer Firefighter in Penn Hills for the past fourteen years, and, for the past seven of those years, have acted as the full-time paid Fire Marshal for Penn Hills.

Thank you for the opportunity to present this information to your Committee.

Respectfully Yours,

Jack Mason

Jack Mason
Fire Marshal

Attachments

CC: Manager
PHVFA
File

THE FIRE DEPARTMENT AND FIREFIGHTING EFFORTS

The Municipality of Penn Hills contains approximately twenty square miles and borders the City of Pittsburgh on its eastern boundary by the Allegheny River. The majority of the Community is comprised of single family dwellings, numbering near twenty thousand. We also have numerous apartment buildings, several large shopping centers, and many small commercial buildings.

Penn Hills has seven all Volunteer Fire Departments and approximately two hundred and fifty (250) firefighters.

Approximately seven years ago, the Department of Fire Prevention-Fire Marshal was created within the Municipality. Through the inter-Departmental co-operation between the Fire Departments and the Fire Marshal's Office, the Fire Problem has been attacked on several fronts. There has been a tremendously increased effort to up-grade the training received for the firefighters. Much of this effort will be discussed later, although let it be said that portions of this training includes areas not normally thought of such as Fire Fighters Responsibility in Arson Detection, pre-plan inspections of new and existing buildings, and review and interpretation of proposed building plans.

In conjunction with this up-grading in training, we feel we have reduced the Fire Problem in Penn Hills, and, in talking with surrounding communities which have used a similar format, they have seen the same reduction.

For example, Penn Hills Fire Departments normally respond to approximately four hundred and fifty (450) fire calls per year, approximately one hundred and fifty (150) of these being for single family dwellings. While the overall number of fire calls has dropped somewhat over the past seven years, the actual in-service time (that time spent from when we leave the Department for a fire call until we return and have the equipment ready for the next call) has been reduced dramatically, particularly with those single family dwelling fires.

Most of our calls now are for a smoke detector going off or for a smell of smoke in the house. These calls are very minor in nature, for our training program in the community has given the citizens an increased awareness of fire . In those cases where there is an actual fire, the time it takes to control the fire has decreased rapidly due to the increased training of our firefighters.

Our training is not directed only toward the firefighter and the role they must play when a fire occurs, it is directed toward the overall view of Fire Protection within the Community which includes Fire Code enforcement, inspections, pre-planning for certain types of buildings, and actual training with burning buildings in a practice situation to see how this training pays off.

J. Mason

TRAINING

Each of our Departments has an average of two involved Fire Drills each month taking place at the Department itself, or within the community. The majority of these Fire Drills are instructed by an Officer from within the Department and cover items of particular interest to the Department itself. In certain instances, information obtained from fire-related periodicals is used to structure these drills. Many of them feature certain basic firefighting functions.

Training which takes place out of the confines of the individual Department normally occurs at the Allegheny County Fire Training Academy located in North Park. Our Departments normally require a new firefighter to complete a course in Basic Firefighting during their first year with the Department, and suggests that training continue with Advanced Firefighting courses. Certain Departments require a firefighter who wishes to advance to become an Officer to take continued courses toward that goal. Another feature of the Academy is the availability of many audio visual training aids, which our individual Departments borrow for use at their own Fire Drills. In an attempt to meet the changing needs of the Fire Service, the Academy periodically offers complete courses, or short seminars, on a particular item such as Arson Detection or Hazardous Materials training. We may normally have between 5% and 10% of our total members attend these special sessions. Several of our Departments utilize the fire training grounds on an individual Department basis for special training on weekends. We have also used the training center of the Pittsburgh Fire Department for this individual training.

Another area where our members receive training is at the Community College of Allegheny County. There, an Associate Degree in Fire Science Administration is offered. Several of our members have received such a degree in this field, and many others are either working towards a degree, or taking individual classes which relate to their own Department.

Certain of the Community College campuses offer a week-end or seminar type of course for specific training.

We have firefighters who attend the Westmoreland County Community College, certain of the Penn State Campuses, St. Vincent's College, and certain of the other Fire Associations in Allegheny County who host fire training seminars.

To my knowledge, none of our firefighters have attended the National Fire Academy. The biggest problem seems to be finding the time to go to the classes, even the ones on the weekend. We have seen programs offered in the outreach program, however, whenever one of these classes is nearby, it seems the local Fire Department in that area has already taken all of the class space.

FIRE SAFETY TIPS

Many times the question arises as to what can a person do to prevent fires in their home. In answer to this question, you must look at what are the main areas of fire involvement in the home. In our Community, there have been four areas where we find a fire situation in the majority of cases.

We have numerous kitchen fires where the person doing the cooking has left a pot of food on the stove for an extended period of time, or where the heat is too high. In either case, the food and/or grease will boil over onto the burner and catch fire, or will begin to burn within the pot itself. In these cases, the flames normally involve the cabinets above the stove, or spread to the kitchen curtains and other combustibles present. We have advised people to be more careful when cooking and to be sure there is a fire extinguisher present near the kitchen for a small fire.

Another area where we have a fire problem in the home is the careless use of flammable materials, mostly gasoline. Believe it or not, we still encounter persons who will use gasoline or paint thinner to clean a floor in their house, in many cases in the kitchen or basement. All too often, the fumes from these flammable liquids will travel to the pilot light of the furnace or hot water tank and will flash back to the container. This can also occur when filling the tank of your lawn mower inside of your garage. We advise persons never to use these flammable liquids inside of a house, and, to keep them stored, not just in a metal can, but in a metal safety can.

A third area where we encounter home fires is with a recently installed fire place or wood burning stove. I say recently, because we have found there is an unusually high number of persons going around who seem to have become instant overnight experts in the installation of such devices. This may be due to the high numbers of unemployed persons who may have done some remodeling work in the past.

These persons may be doing any type of work they can to supplement their decreased incomes. Our problems have centered around the improper sealing of bricks for the flue space and chimney, and the improper distance between the flue areas and surrounding wood framing members of the walls. We have advised persons wishing to decrease the possibility of such an occurance to contact a qualified person or company to have these appliances installed. They are also told to contact our Inspection Department for any questions they may have.

Finally, we have a problem with electrical fires in our homes. Many of our homes were built in the late 1940's and early 1950's and the electrical service into these homes was adequate for the electrical needs of that era. Today, however, most of the cooking, cleaning, and other household chores that were once done by hand are done by an electrical appliance. While this may make our workload easier, it also puts an additional load on the electrical system. Most of the houses have a sixty amp service which uses four 15 amp fuses. All too often, when the fuses blow while using the automatic dishwasher and the electric coffee maker, and the built-in garbage disposal, we become tired of changing the same fuse, so, we use a 20 amp or 30 amp fuse. Our problems are solved. We no longer are bothered by having to change a fuse. However, now, when the cord begins to fray, or the appliance begins to break down due to age or overuse, the fuse won't blow soon enough. The result can be a fire caused by the electrical service being overloaded. Our suggestion to persons who have experienced fuses blowing is to have that portion of the home re-wired, or perhaps to have a larger service installed in the home.

YOUR HOUSE IS ON FIRE

All else has failed and you experience a fire in your home. What do you do? The most important thing to remember is to get everyone out of the house. One or more smoke detectors in your home will help to alert everyone of a fire in its earliest stages and give them an increased chance to get out before the fire spreads. Practice how to get out of your home during the daytime and during the evening hours. Find a place to meet outside and away from the house to insure all of your family has got out safely. Then go to a neighbor's home and call the Fire Department. Do not go back into a burning home after you have safely left it. The Fire Department is many times better equipped to enter a burning home than you are.

Should you find yourself on fire, do what we teach our school children. Stop, Drop, and Roll. Don't run around, but stop where you are, drop to the floor, and roll back and forth to help smother the flames. Call for help.

We have advised people that if they have a fire extinguisher in their home, mount it near a door to the outside. That way, if there is a fire and you go to the fire extinguisher, if you turn around and the fire is too big, you only have to take a step or two and be outside.

JMason

Mr. **Walgren**. Nice statement. I don't have anything further, and we have gone on some time. Mr. McGrath?

Mr. **McGrath**. I just want to congratulate you, Mr. Chairman, and all of our witnesses. I think it was a productive and useful session. And I certainly have gotten more out of it than I thought perhaps I would when I got on the plane this morning from New York, but I want to congratulate all of those involved in the firefighting and protection business here in Pennsylvania.

We share a certain comradery among all of us. Certainly I know that in our parade this morning at South Shore tournaments we had quite a few representatives from Pennsylvania. And at our parade, there must have been 100 different companies involved. One parade, and maybe three or four of them came from Pennsylvania, and I know our guys get down there once in a while.

I really do think that the firefighting community is close. We ought to be closer. We ought to be talking to each other in regard to our problems and how each of us individually, each department individually, handles those problems, and I hope with that kind of thing and perhaps some direction from the State and Federal Government in identifying and articulating objectives and goals and coordinating, that we can have the same kind of result nationwide that they have in Monroeville. Thank you.

Mr. **Walgren**. For the closing, I would like to say that I really want to congratulate the witnesses on their presentations. They are very real. We see a lot of these things in Washington, and somehow they are unreal, and I really have felt this morning that the points that were touched on, the way things were presented, was very much the real world.

Mr. McGrath and I found ourselves in a position where if we can give some direction, it would have a broader impact than either of us as individuals could have. And so we really do appreciate your contribution to that.

I want to especially thank Mr. McGrath for coming today. The Congress is a small institution in many ways, and there is great potential in this hearing process where people from other parts of the country can listen and pick up guides and leads, and it may very well be that out of this we can give some better direction to the Federal fire effort. I certainly hope so.

But I particularly appreciate your having spent the whole day to come over to Allegheny County, and I hope the Congress is a small enough body that we can put that, what comes from that day, to real effect.

So with that, thank you very much for your contribution, and it has been a very real one.

[Whereupon, at 1:28 p.m., the subcommittee was adjourned subject to the call of the Chair.]

FIELD HEARING—FIRE PREVENTION AND CONTROL: INTERFACE BETWEEN FEDERAL AND LOCAL PROGRAMS

FRIDAY, JUNE 22, 1984

House of Representatives,
Committee on Science and Technology,
Subcommittee on Science, Research and Technology,
Long Island, NY.

The subcommittee met, pursuant to call at 9:40 a.m., at the Nassau County Executive Building, 1 West Street, Mineola, NY.

Present: Representative Doug Walgren (presiding); Representative Ray McGrath.

Also present: Carrye Brown, and Mary Beth McJury, staff.

Mr. **Walgren**. Let us come to some order. If I could ask the witnesses and interested parties to take seats? Well, let me ask people to take seats, I want to welcome you here to this hearing of the Subcommittee on Science, Research and Technology of the House of Representatives.

It is a great pleasure for me to bring the committee to Nassau County and Long Island and get together with people in this part of the country and particularly people who are connected with the firefighting effort in Nassau County, and talk about the Federal role in helping us make progress in reducing the loss of life and property that many of you give so much to.

It should go without saying, I think, how much we value the role that Congressman McGrath has played, both in our subcommittee and, particularly with respect to fire, we consider him and his families involved in this area as literally a national resource and one that has given us good guidance as a committee in structuring our efforts in the Congress with respect to fire. And I certainly appreciate his hosting us here today, and it is a great help to the committee as well.

The statistics that are involved in this area, I know are familiar to you, but as a Member of Congress that deals in areas that go beyond fire, it was always a jolt to me to return to think about the number of lives, let alone the property, but the number of lives that are lost in this area.

I understand that we lose one person every hour across the Nation as a whole, so in these 3 hours of hearings there will be three more people who have lost their life to fire in this country, and so many of those are either elderly or young, that it is sort of a special kind of a tragedy.

And, thinking of the young, thinking of the really young children, children under the age of five who make up for far more than their share of the national fatality figures with respect to fire.

Sometimes, I think we would do better if all the deaths were pulled together so that the public would be hit right between the eyes with the dimensions of this problem. It is as if we had two jumbo airplanes full of people involved in midair collisions every month, month after month after month.

So, as you know, it is a most compelling area of public involvement and public responsibility, and one that our committee takes very seriously.

In 1973, the National Commission on Fire Prevention and Control drafted and released the basic document that we have used in trying to guide our governmental fire effort. The guidance from "America Burning" has been something that has, I think, moved the Federal effort well over these last numbers of years. It was in response to that report that Congress initially established the Federal U.S. Fire Administration, the National Fire Academy which were started with the Federal Fire Prevention and Control Act of 1974, and also the Center for Fire Research at the National Bureau of Standards. These have been important efforts, ones that we feel can make a real contribution, but ones that have to be directly related to the local fire efforts and particularly the volunteer fire efforts. So much of our country, and I know here in Nassau County as well as in my part of western Pennsylvania, we have really based our efforts on volunteer companies and the participation of individuals, and it is so hard to get the effort that we make on the Federal level to be meaningful to local volunteer people, but that is what we have to do if any of that effort is to be well spent.

I think we have to look at where we have come over these years. It is interesting to go back to report America burning and realize that they anticipated us very directly and set out a road map for spending something on the level of $153 million a year on the Federal level in a variety of ways: public education, research, the Fire Academy, the efforts of the U.S. Fire Administration, and yet as a Federal Government we have never risen above $25 million. We often think that the Federal Government is in everything with both feet, and in many ways we are, and yet when you measure the compelling cause of loss of fire life with the amount of money that a very broad concensus recommended spending in this area and realized that we have never even approached those dimensions. I think we have to look back and review where we have been with some eye on how we can do better.

Today we are going to hear testimony from the Federal Emergency Management Agency's involvement in a community based program for volunteer fire departments in particular. Nothing can be more important than that kind of program and we want to do everything we can to both encourage it to grow and to help it be effective in any way we can. And then we want also to hear how local volunteer fire people view the Federal effort, and what guidance we can take from that.

Firefighters respond to more than 2.7 million fires in this country, and they should know that they have a real helpful partner in the Federal Government. We also are going to have testimony about the National Firehawk Foundation, a program which attempts to involve juveniles that have had runins with the law in this area, and match them up with people that we know that they will find great inspiration from, those that are involved with firefighting. And so, we want to hear about that sort of effort. And we also want to recognize from my part of the country, the cooperative program between the extension board of Nassau County and the Pennsylvania State Fire Commissioner's Office. It is my understanding that that level of our government's and governmental involvement is putting together a program aimed at senior citizen fire prevention. In many ways, the programs that have been most effective, have often been the cooperative efforts that people on that level of government have been able to see the opportunities and to act on them, and we want to express the appreciation of people we represent for that kind of effort because that is where the true value is in this area.

Well, I just want to welcome you as the formal chairman of the Subcommittee on Science, Research and Technology. We have, you know, some members that are more equal than others when it comes to their involvement in certain areas, and that is certainly true with fire and Congressman McGrath. So, I want to express my appreciation for the guidance you have given the committee in this area and your putting together this outreach program, part of the committee has come to Nassau County.

I would like to recognize Congressman McGrath.

Mr. McGRATH. Well, first of all, I want to thank Chairman Walgren for bringing the subcommittee members and staff to Long Island for this hearing. Many members of our subcommittee are particularly concerned as to how the Federal Fire Prevention and Control Programs interact with local levels, and you have mentioned some involvement of my family in the firefighting here in the county. My brother is a professional firefighter in the city of New York, and all of my brothers in law; I think my entire family is involved somehow in the volunteer efforts here in Nassau County and I happen to be a member of three departments myself.

But as you know, Mr. Chairman, there is a great deal of value that proves from coming into local jurisdictions to solicit advice and comments on the Federal programs. We spend a lot of time in Washington debating and making decisions which effect local jurisdictions. Therefore, we should do our very best to provide a format for local concerns.

The volunteer fire departments of Nassau and Suffolk Counties protect nearly 3 million people and represent the largest all-volunteer force in the world. We are very, very proud of our firefighters and I am quite pleased that they are able to be here with us today and provide us with their advice and suggestions on the Federal Fire Program.

Our purpose here today is twofold. First, we want to look at the new fire prevention program being established by the Federal Emergency Management Agency [FEMA]: the community based volunteer fire prevention program. We are very pleased that New York State has been selected as one of the 10 States for the pilot program, and we look forward to hearing from our FEMA witnesses about the implementation of this new effort.

A second purpose we have in mind here is to solicit the advice and suggestion of some of our local firefighters on the local implementation of the new program, and on existing Federal Fire Programs.

The Nassau County fire marshal, Joe Boslet, and individual departments have established several outstanding prevention programs here at the local levels. These programs require countless hours of public education, building inspections and related activities. The efforts have paid off through lower fire losses in our county.

One area which is extremely difficult to control through prevention programs is arson. We will hear today from the representative of the Firehawk Foundation which has established a highly successful program to combat juvenile arson. In addition, a witness from the Center for Fire Research, Dr. Jack Snell, will tell us about some of the exciting work that is going on at the Center and we are particularly interested in learning about how new research findings are disseminated to local firefighters in the field. We welcome the comments from the local fire officials on this matter as well.

Well, having said that, Mr. Chairman, I want to thank you for bringing the subcommittee back here to Nassau County and for your interest in arson and fire prevention and fire programs at the Federal level, that hopefully will filter down through State and local governments where the actual combating of fires and preventing of fires occurs. I look forward to the testimony that we are going to be receiving from our witnesses today, and I think you should get started.

Mr. WALGREN. Well, I thank you very much for that kind of comment. Let me just say that the staff is here with us. We are making a record of this hearing because the Congress needs an institutional memory, literally. We do not want the advice that you give us to be only in our memories, but it will be developed and made part of a record which will be reviewed both by the staff of our committee and those interested across the Nation in fire efforts. So, we appreciate your going out of your way to make contributions to this committee hearing.

Let me call the first witness. OK, the first witness is the Honorable Fred Villella, who is the Executive Deputy Director and Associate Director for Training and Fire Programs in the Federal Emergency Management Agency. Mr. Villella, if you would come forward?

Written submissions will be made part of the record and I want to encourage all of the witnesses to know that if they have perspectives that they would like to add in view of what some of the other witnesses say, we hope you would just drop us a note and we will include those perspectives in the record as well. So we want you to proceed and present your testimony for the record today in whatever way you feel most effective in communicating the points you would like to make. Mr. Villella?

STATEMENT OF HON. FRED VILLELLA, EXECUTIVE DEPUTY DIRECTOR AND ASSOCIATE DIRECTOR FOR TRAINING AND FIRE PROGRAMS, FEDERAL EMERGENCY MANAGEMENT AGENCY

Mr. VILLELLA. Mr. Chairman?

Mr. WALGREN. It is my understanding that those mikes will not project to the room as a whole, and apparently are going to feed directly into the recording system that we are using.

Mr. VILLELLA. OK, fine.

Mr. WALGREN. So, I would like to ask all of the witnesses to project if you will, and we will sort of sense that the acoustics in this room carry back to Mr. McCormack or not.

Mr. VILLELLA. I thank you Mr. Chairman and Congressman McGrath. I would like to express to you at the outset of the hearing, our genuine appreciation for you two leaders within the House concerned with the authorization of the Fire Prevention and Control Act activities as well as earthquake to take your time and your staff's time to come here and discuss an important issue.

I know better than those that are in the local communities how much work is done in Congress in support of the fire prevention and control activities, and I can say with genuine sincerity it is you two, Congressman Walgren and Congressman McGrath, that have done the greatest amount for us in pursuing the activities that we need to help stop America burning.

I have prepared my comments in substantial depth for the record, if it meets with your approval, I would just like to make a few editorial comments and go right to the questions?

Mr. WALGREN. Fine. Can folks hear in the back? Is this room small enough for us? OK. Well, you are doing pretty well.

Mr. VILLELLA. Can you hear me Eddie? As I begin, I would like to acknowledge that there are certainly a number of people here who you will hear testimony from. I would like to point out a few that you will not hear testimony from that have come concerned with the problem. One of those obviously is Mr. McCormack, the executive director, the International Society of Fire Service Instructors. There is a representative from industry here from the Society of Plastics, Marina Brockman; we have a representative here from the State Fire Coordinators Office, Rich Harris, with whom we are working on the committee volunteer program, and we have a regional director, a regional director from this region, a Mr. Frank Patrone, among others that are present.

I would like to focus immediately on the guidance, I am sorry, the concept around the committee volunteer program in varying outlying terms, the details as I mentioned are in the testimony submitted for the record.

Essentially, it is based upon the President's priorities which call for more voluntarism, private sector involvement, and the application of New Federalism on a government-to-government functioning basis. Essentially it works with the involvement of a true partnership among the Federal, State, and local entities that drive a very critical focus with the involvement of community-based organizations, the private sector, local government, and support from the fire service.

Presently, we are in a growth or an evolutionary phase where we have selected 10 States as Congressman McGrath has pointed out. New York is one of those States, and incidentally, Pennsylvania is one of the other States, both of which have a lot of volunteers.

Mr. WALGREN. How coincidental?

Mr. VILLELLA. Volunteer firefighters. In these States three projects are recommended at the local level and urban, suburban, and rural. Now the development of this program was preceded by a number of seminars, meetings, and input derived from a broad spectrum of people to recognize the nature of the problem. The program is not perfect; the program is not in true operation at this point in time. I would not say that it has been stifled by Federal bureaucracy; it has not. It is slow and becoming developed because it is essentially a new effort. This is the first time that we have had a National Fire Prevention Program from the Federal Government. As a consequence, how we need to deal on a routine basis to expand that program must be done deliberately, and as we stumble and fall, we make mistakes. We will correct those mistakes with the participation of an increasing number of people that are concerned with the development and deployment of this problem. Of this program.

I would add a couple of critical features. There is an increasing interest on the part of the private sector to become involved. They want to become involved, they should become involved at the local level. There are a number of fire service and community-based organizations who are already stimulated by this national program which on their own are becoming involved. And we think that that is a good signal.

There is a companion program to the National Fire Prevention Through Community Volunteer Program, and that is hardware-oriented program, a fire-prevention-oriented program which is a companion fire protection residential through homes to high-rise sprinkler program. As a consequence of recent technological advancements, the new fast-acting sprinkler head and the use of plastic piping, new developments in steel piping; we now feel that it is feasible and cost effective throughout the Nation to introduce fire protection systems within the homes. Homes to high rises with the fast acting sprinkler system. That is a companion program, it is also being funded by the Federal Government through the Congress obviously, and will begin in full force in 1985.

I would like to add one final comment to those two programs. There is nothing new essentially, in what we are doing. Firefighters throughout the Nation know what it has taken to prevent fires, to protect people and to help them survive. We are trying to coalesce the knowledge that has been developed in the history into contemporary responses to contemporary challenges. We are not inventing anything new.

I would like to close, Mr. Chairman and Congressman McGrath, by reminding that fire losses in the United States since the establishment of the Fire Prevention and Control Act, which is now a decade in existence, exceeded the loss of lives in our 10-year involvement in Vietnam. Fifty-six thousand American lives were lost in Vietnam in a decade and in America over 75,000 lives have been lost from fire.

In addition to the 6,000 citizens that die annually from fire, over 120 firefighters die each year, nearly three-quarters violently on the fire ground. These tragic deaths touch all firefighters. In 10 years, nearly 1,400 have lost their lives, thousands have been permanently injured. In recognition of this public hearing which helps raise the consciousness of the public, of this tragic event that occurs, we have presented this color portrait of the National Fallen Firefighter Memorial which is erected only in October 1981 after years of losses of firefighters throughout the Nation. This memorial is dedicated to the men and women, and was dedicated in October by the President of the United States, to the thousands of firefighters who have given their lives and the very act of saving others.

If I can answer any questions, I am delighted to do so.

[The prepared statement of Mr. Villella follows:]

TESTIMONY BY THE
HONORABLE FRED J. Villella
EXECUTIVE DEPUTY DIRECTOR,
FEDERAL EMERGENCY MANAGEMENT AGENCY

Good Morning,

Thank you for inviting me here today and affording me the opportunity to discuss with you the Federal Emergency Management Agency's/National Fire Academy's/United States Fire Administration's fire prevention and training program activities.

Fire, and its tragic consequences, is a problem that affects every state in our great nation. Most Americans are unaware of the enormity of the fire problem in the United States. Every year, more than 6,000 people die and more than 250,000 are injured as a result of fires. In 1983, public fire departments responded to over 2,538,000 fires that resulted in an estimated $6.4 billion in property damage. The magnitude of this problem demands that our time and energy be directed to the design and implemenation of effective programs to reduce these losses.

It is significant to note that 80 percent of all fire deaths occur in the home, and that nearly half the people who die are either over 65 or less than 10 years of age. Tragically children under 5 years of age account for approximately 17 percent of all fire deaths.

No cost can be put on loss of life or human suffering, but we can measure the economic loss. As indicated before, direct property destruction costs us $6 billion a year. Add that to the cost of fire departments and fire service organizations, insurance overhead, and protective construction features, and other indirect cost, and the total dollar cost of fire comes to more than $20 billion a year - between 2 and 3 percent of the national gross product - either consumed by fire or devoted to fire protection.

The Federal Emergency Management Agency, through its United States Fire Administration and National Fire Academy, works throughout a broad spectrum in the control and mitigation of the fire problem.

In your letter to the Honorable Louis O. Giuffrida, Director of the Federal Emergency Management Agency, you stated that your wish is to focus on the community based volunteer fire prevention program and the programs of the National Fire Acadmeny.

I would like at this time to address the Community Volunteer Fire Prevention Program.

The United States Fire Administration has worked diligently toward the implementation of this most important program. This program is important because it now provides a vehicle to target fire prevention programs at the local level. This program brings together community volunteers, the private sector, fire departments, states, and local governments, all working toward the common goal of eliminating fires.

We believe that encouraging total community involvement in solutions to the local fire problem will provide an approach for the future through which the national fire and burn problem can continue to be effectively reduced and controlled.

Purpose

The purpose of the Community Volunteer Fire Prevention Program (CVFPP) is to increase the scope and effectiveness of local fire prevention efforts through a unique merger of local, State, and Federal resources with the resources of the private sector to support new existing community fire prevention, education, and protection programs.

Objectives

The objectives of the CVFPP are:

- To implement community/fire prevention, education, and protection throughout the United States;
- To provide monetary assistance to the selected States and substate jurisdictions;
- To provide technical assistance and support through a FEMA/USFA support group.

Strategy

The concept of community-wide fire programs is to stimulate citizen involvement. The local fire system alone cannot control the increase in the incidence of fire that daily destroys lives and property in communities across America. The fear of fire and the acknowledgment of a problem can motivate citizens to act, and more importantly, to interact and provide solutions. FEMA/USFA believes that through the support of strong existing local groups, having solid community-based networks of people, a sustained institutionalized program intended to increase fire prevention awareness, fire safety survival, and use of protection systems within the community, can occur. Active volunteer participation of the community can reduce these incidents and prevent death and injury from fire.

By insuring that the majority of available CVFPP funds go to local programs, FEMA/USFA desires to create coalitions of existing groups, including participation of the community, the private sector, the local fire service and local government, as an effective medium through which to attack the national fire problem at the local level.

Funding

One million dollars was appropriated in FY 1984, under the Fire Prevention and control Act of 1974, to implement the Community

Volunteer Fire Prevention Program in ten demonstration states, one in each Federal region.

Applicability and Scope

Cooperative agreements are to be made under Public Law 93-498 to State governments and to existing identified local community organizations that demonstrate the capacity and organizational competence to initiate, manage and be accountable for the CVFPP. The private sector will be encouraged to assume a key and integral role in the program. The CVFPP is not intended to create new community not-for-profit organizations but to strengthen and become integrated into existing community volunteer networks.

State Selection

In the first year of this program, USFA selected 10 states for project demonstration purposes. Hopefully, additional States will be added as additional funds are made available by the Congress. The selected States are:

Region I - Massachusetts
Region II - New York
Region III - Pennsylvania
Region IV - Tennessee
Region V - Illinois
Region VI - Louisiana
Region VII - Iowa
Region VIII - Utah
Region IX - California
Region X - Alaska

Local Site Selection

The selection process for designating communities to implement the CVFPP demonstration community projects is to be a cooperative effort among Federal, State, and local officials. Initially the Governors Offices in the 10 pilot states, in cooperation with FEMA/USFA, will select in each state the following types of local project sites:

One urban project site;
One urban/suburban project site;
One rural project site.

Funding to be provided to these sites will average between $15-25 thousand.

Role

Local Level - Maximum community involvement at the local level is critical to CVFPP success. The local community program is the heart of the volunteer fire prevention program initiative. It is at the local level that the real partnerships will be formed through existing Community Volunteer Organizations (CVO's). The CVO's shall be identified as existing community organizations with established volunteer networks throughout the total community or within a fire problem area of the community. The CVO shall have the capacity to initiate a fire prevention program which is representative of the following community components:

- Organized community volunteers;
- Private sector participation;
- The local fire department involvement and support; and
- Local government acknowledgement, recognition and support.

State Level - In each of the ten participating demonstration States, a State Fire Prevention Coordination Committee is being created out of the Governor's office. The coordinating committee is to be comprised of:

- Representatives of the local CVO's;
- The private sector;
- Representatives of State and local fire services; and
- Representative from the FEMA Regional office;
- State/local government members.

The coordinting committee is the vehicle for statewide program information exchange, and will assist in securing private sector information exchange, assistance as well as monitoring local projects, providing program evaluation, and facilitating program replication through State and regional conferences. This Committee will make recommendations to FEMA/USFA for subsequent funding.

Federal Level - A National Project Team for implementation of Community Fire Prevention Programs has been established. This project team will provide technical assistance and guidance relative to program planning, as well as giving the program necessary and appropriate national identify and recognition. The National Project Team will provide leadership in the development of the intergovernmental cooperative process.

Program Status

In close cooperation with the National Governors Association, the Governors of the initial ten participating states selected a representative to attend a workshop on the Community Volunteer Fire Prevention Program Guidelines held at the National Emergency Training Center on May 17-18, 1984. As a result these designated State representatives are now beginning the formation of the State level coordinating committee in their State and will be working with FEMA/USFA in selecting local project sites within their States.

Selection Procedure

Since the selection of local programs rests with the Governors representative, the application process for participation will vary slightly from state to state. Organizations who desires to participate in New York should contact Mr. Francis McGarry, State Fire Administrator, Office of Fire Prevention and

Control, 162 Washington Avenue, Albany, New York 12231, 518-474-6746. Mr. McGarry will be able to provide the specific details on the application procedure.

Project Site Selection

I. Proposed site

State recommends - FEMA/USFA approves

II. Selection Criteria

A. Corporate Capacity - a weighting of 30% in the selection process. Must have:

non-profit/tax exempt status;
an acceptable accounting system;
a willingness to participate in state coordinating committee activities.

B. Organizational Capacity - a weighting of 40% in the selection process. Must have:

local community volunteers;
private sector involvement;
fire service support;
local government support.

C. Program Capacity - a weighting of 30% in the selection process. Must include:

fire prevention awareness;

fire safety and survival information;

fire prevention initiatives.

CVFPP TIMETABLE OF ACTIVITIES

February 2, 1984

Announcement of program and states selected to participate.

May 1, 1984

Designated by States Governor of his representative.

May 17-18, 1984

Guideline implementation seminar at National Emergency Training Center for states designated representative.

June 15, 1984

Submission to the Federal Emergency Management Agency of states grant request.

July 15, 1984

Nomination of local project sites by Governor's representative.

August 15, 1984

Assistance awards to local community organizations that were selected to participate.

September 1, 1984

Local community fire programs begin.

FEMA/USFA will soon be making decisions relative to expanding the program to additional States in FY 85 which will be contingent upon program funding appropriations.

The second area I will address today is the programs and activities that are managed through the National Fire Academy.

National Fire Academy Support of the Community Based Volunteer Fire Prevention Program

The National Fire Academy is supporting the United States Fire Administration's community volunteer fire prevention program initiative in the following ways:

- o Individuals from the pilot states and demonstration project communities, directly involved in managing those projects, will be given preference for admission to the National Fire Academy resident courses "Fire Prevention Specialist I/Public Education" (3 week course) and "Management of Public Education" (2 week course). The former will be offered four (4) times the latter six (6) times, in FY 85.
- o Through a cooperative agreement with the National Fire and Burn Education Association, the National Fire Academy will offer thirteen (13) one day workshops nationwide on "Community Fire Prevention Program Education." These workshop deliveries will be coordinated with the U.S.

Fire Administration to ensure the needs of the pilot program states and localities are accomodated.

- Through a cooperative agreement with the National Fire Protection Association to conduct informational workshops and teacher in-service training programs on the "Learn Not To Burn" grades K-through-8 curriculum and the "Fire Safety ...For the Rest of Your Life" grades 9-through-12 curriculum, the National Fire Academy can target support programming at pilot states and demonstration communities. These workshops for fire service personnel and school teachers and administrators will assist communities to establish, maintain and improve fire safety programs designed for youth.

- Pilot states or demonstration communities wishing to establish, maintain the improved Juvenile Firesetter Counseling Program for youths under age 14 may also schedule short term National Fire Academy workshops on this topic. Entities participating in the community volunteer fire prevention program will receive preference for this programming.

- In 1983, the National Fire Academy, through the Train-the-Trainer program trained 44 state and 14 local instructors to teach the Academy developed two (2) day "Public Fire Education Planning" course. Through this Train-the-Trainer program states have the capability to conduct this National Fire Academy developed course.

An Overview of National Fire Academy Training Programs

In March of 1984, Louis O. Giuffrida, Director of FEMA, announced a new curriculum plan which goes into effect October 1, 1985. Program emphasis at the National Fire Academy revolves around a four level curriculum plan which addresses the requirements in the National Professional Qualifications Standards.

- The Fire Service Technical Specialist Program
- The Command and Staff Program
- The Executive Fire Officer Program
- The Outreach and Train-the-Trainer Program

RESIDENT PROGRAMS DIVISION

The Resident Programs Divison is responsible for the delivery of on-campus training courses. In 1980, 104 two and three week courses on 11 fire service subjects were offered. In FY 84 170 courses in 25 specialized subject areas are being offered.

Student graduates in the Resident programs Division rose from

2,098 in 1980 to a prjected 4,350 in FY 74. Since the National Fire Academy opened in 1980, over 18 thousand fire service personnel and allied professionals have completed courses at the Emmitsburg site.

The Fire Service Technical Specialist Program provides 14 training courses in operational and staff skills including hazardous materials, arson mitigation, community resource preservation, management information, fire safety education and fire training.

The Command and Staff Program is a new curriculum concept which is designed to provide a coordinated, highly intensifed approach to mid-level fire officer training. The command and staff student is a member of a unique, highly selective group involved in an extended learning experience at the Academy. The charter offering of the Command and Staff Program begins on May 20, 1985 and concludes on August 23, 1985. During this period, participants will complete six resident courses (3 required and 3 electives).

The Executive Fire Officer Program is a major new initiative of the Academy and is designed to provide senior officers with a broad perspective on various facets of fire administration in the 1980's. The program provides top level officers an opportunity to continue their professional development over a three-year period. Executive Fire Officer Program participants will be required to complete three two-week courses (one course per year for three consecutive years).

Admission to the program will be limited to the followng individuals:

- Chief of department or equivalent.
- Chief officers or equivalent who report directly to the department chief and who have next level authority and responsibility for the department.
- Chief officers or equivalent who are heads of major bureaus or division within a fire department, e.g., suppression, prevention, training, etc.
- Heads of regional or state fire organizations, e.g., state fire marshals, state training officers, etc.

FEMA's Fire Executive Fellowship Program is conducted in cooperation with Harvard University's John F. Kennedy School of Government. Each year, though a national competive selection process, six senior fire executives are awarded a fellowship to attend Harvards's annual summer "Program for Senior Executives in State and Local Government."

FEMA's sponsorship of this fellowship effort stems from a conviction that effective delivery of public services in an era or shrinking resources requires a conscious investment aimed at enhancing the quality of management in the public sector. The full cost of attendance in this program is funded by the U.S. Fire Administration and the National Fire Academy.

In 1984-1985, the Academy will initiate the offering of specialized Seminars For Chief Executive Fire Officers. The seminars will be co-sponsored by the U.S. Fire Administration and the National Fire Academy. Four Seminars will be schedules, each of which will be designed for a specific target group:

- State fire executives
- Major cities fire executives
- Metropolitan fire chiefs
- Urban/sub-metro fire chiefs

Every two years the National Fire Academy hosts working conferences with state directors of fire service training and with representatives of the National Volunteer Fire Council. These conferences serve to keep the Academy in touch with the training needs of the volunteer fire services.

Five instructional laboratories for Fire Prevention, Arson investigation, Plans Review, Microcomputer Studies, and Information Systems Management support specific courses at the Academy.

FIELD PROGRAMS DIVISION

The Field Programs Division serves as the Academy's national outreach organizational unit, responsible for the support of fire related training and educational activities of state and local agencies and post-secondary educational institutions.

The Academy has developed an effective link with the fire training and education systems at the state and local level. The Field Program Division uses this link as an instrument to support and strengthen the delivery of NFA training courses.

Academy field courses are normally 16 hours in duration and are usually conducted on weekends to accomodate the volunteer and career firefighters who find weekday attendance difficult to schedule. They are short-term, highly intensive training experiences, designed to provide a maximum educational exposure and encourage active student participation. The field courses are cooperatively selected and cosponsored by the National Fire Academy and the state fire training agencies. This insures nationwide evaluation by students, sponsors, and the adjunct faculty for course revision and refinements. The courses are then developed to be handed off to the states to be used as a permanent addition to their training program. The NFA's Train-the-Trainer program provides for course continuity prior to the final hand off.

In the past four years, over 40,000 fire/rescue personnel nationwide have attended the 800 plus course deliveries at the State and local level. In fiscal year 1985, over 260 deliveries are scheduled nationwide, and it is anticipated over 12,000 fire service and allied professionals will take advantage of these off-campus training opportunities.

Other major program areas which are administered by the Division include: Campus Weekend Educational Opportunities, the State Weekend Program, and the Open Learning for the Fire Service Program.

Campus Weekend Educatonal Opportunities

Academy field course are offered on selected weekends at the National Emergency Training Center campus in Emmitsburg, Maryland. These weekend courses provide students additional opportunities do visit the campus and participate in Academy courses. Ten weekend courses will be offered at the Academy in FY 85.

State

In additional to general campus weekend education opportunities, there are also on-campus weekends set aside for fire and rescue personnel from specific states. The state fire training system requests and selects the students. The academy hosts the weekend and delivers the selected courses. Students in State Weekend Programs receive lodging, tuition, and course materials at no cost. Ten states will sponsor State Weekend Programs at the Academy in FY 85.

Train-the-Trainer

Through a cooperative working relationship with states and localities, the Train-the-Trainer program provides expanded opportunities for fire service personnel to participate in Academy courses. These model training courses are developed and field tested nationally through the Academy field delivery outreach program. During this two-year field-test period, each course is recised and modified. Upon completion of the fields test phase, selected instructors from state and local fire service training are invited to the Academy and familiarized with the course materials and method of delivery through "Train-the-Trainer" workshops. These Academy trained instructors returned to their local jurisdictions with a complete course package and train other instuctors, as well as end-users, using the Academy materials. In this way, a cadre of instructors trained to deliver Academy courses is established within the state and local fire training systems.

During 1982 and 1983, the following five (5) Academy field courses were provided to the state and local levels:

- Volunteer Fire Service Management
- Fire/Arson Detection
- Public Fire Education Planning
- Instructional Techniques for Company Officers
- Conducting Basic Fire Prevention Inspections

The following two (2) courses are being handed-off this summer:

- Hazardous Materials Incident Analysis
- Hazardous Materials: The Pesticide Challenge

During 1985, the following two (2) additional courses are planned for handoff:

- Building Construction for Fire Suppression Forces: Principles, Wood and Ordinary Construction
- Building Construction for fire Suppression Forces: Noncombustible and Fire Resistive Construction

Since the Train-the-Trainer program was initiated in 1982, almost 29,000 fire service personnel have received training with NFA developed materials and trained instructors. This equates itself to nearly 1,000 locally taught courses, in addition to the NFA sponsored field and resident courses.

The Train-the-Trainer program is one effective means by which the Academy supports and complements state and local fire training programs, and delivers its program into local fire stations.

NFA courses packages handed off to the state and local fire training systems through Train-the-Trainer are also available to other organizations from the National Audio-Visual Center (NAVC) at a normal cost. Current Academy Field courses, consisting of an instructor guide, student manual, and supporting audiovisual aids available from NAVC are:

- Conducting Basic Fire Prevention Inspections
- Fire/Arson Detection
- Hazardous Materials Incident Analysis
- Hazardous Materials: The Pesiticide Challenge
- Instructional Techniques for Company Officers
- Public Fire Education Planning
- Volunteer Fire Service Management

An instructor guide with visual aids for basic firefighter training, under the course title of "Fire Fighter I," which not only meets, but exceeds NFPA #1001 standards, is also available. A "Fire Fighter II" course package will also be available after November 1, 1984.

Development work on the last two courses in the Open Learning Fire Service Program (OLFSP) curriculm was completed in May

1984. "Fire Dynamics" and "Applications of Fire Research" completed the 12 course OLFSP curriculum.

The OLFSP was initiated in 1977, as a joint project of FEMA's National Fire Academy and the International Association of Fire Fighters. The program provides a mechanism for fire service personnel to take advantage of college level courses toward bachelors's degree in fire administration or fire prevention technology. This independent study program is offered through a national network of eight participating colleges and universities.

Fire service personnel have enrolled in over 4,600 OLFSP courses since they were first offered in the Fall of 1979. Enrollments in the 1984 school year are expected to top 1,300 students.

On January 28th of this year, the National Fire Academy aired its first national satellite teleconference. The teleconference explored the effective utilization of microcomputer technology in fire service and emergency medical service (EMS) organizations. The NFA's teleconference was the first ever to utilize both an audio telephone bridge and a national computer network for participant feedback. Over 3,500 fire and EMS managers viewed the teleconference on the day it was aired.

Videotapes of this teleconference will support fire service and EMS management training for several years. We expect to expand the National Fire Academy's teleconferencing effort next year.

In addition to developing and delivering an in-house broadcast, the National Fire Academy provided funding to support the National Fire Protection Association's (NFPA's) "Universe of Fire" television series that is broadcast nationwide weekly via satellite.

The Federal Emergency Management Agency's, and this Administration's commitment to reducing the fire problem in the United States, has never been stronger. Through a coordinated USFA/NFA program focus at the national level, the fire problem can be more effectively attacked through training and research. By enhancing fire protection and prevention resources at the state and local levels, a greater reduction in life and property loss will be realized. By bringing the total community into the fire prevention arena through a nationwide Community Volunteer Fire Prevention Program, a permanent "Community Partnerships Against Fire" program can exist in every community in every state. We are pleased that the State of New York has elected to participate in the initial program, and through the established close working relationship with Governor Coumo and the State Office of Fire Prevention and

Control, I am confident that not only will the citizens of New York benefit, but the model programs that result will serve as templates for other states as well.

I hope I have demonstrated to you and other members of this committee and those attending this hearing, that the Federal Emergency Management Agency, through the United States Fire Administration and the National Fire Academy, is dedicated to reducing the loss of loss of life and property as a result of fire, the American public deserves no less. Thank you for this opportunity to appear before you.

I'll be happy to respond to any question you may have.

Mr. WALGREN. Well, thank you, Mr. Villella for the testimony and for the submitted description. Can you tell us a little more about the Community Volunteer Fire Prevention Program and how it will operate? I know that in the report, "America Burning," the minority dissident in that report dissented largely because she felt that there was better ways to spend the money that would spend more lives than some of the recommendations of the report, of the majority of the report. And one of the things that she focused on was the importance of education and community information of programs and as I understand it, your effort in this area is really right on that target, and no one disputes that this is the way that many lives can literally be saved.

Would you expand a little bit more on what you see happening in this Community Volunteer Fire Prevention Program?

Mr. VILLELLA. Thank you Mr. Chairman, yes. What we see the development of much of the essence of those recommendations where many communities now throughout the Nation have been working with community based organizations, volunteer organizations in the private sector, in order to develop an awareness of public consciousness. We feel it is vitally important since 80 percent of those who die from fires each year die in homes, that we need to create a program that will in fact, do an outreach into the homes. There are substantively, for example, in Nassau County an increasing number of senior citizens. If we recognize that a large percentage of those who die in residences are senior citizens 64 years and older, we would hope that we would be able to reach out to the community to respond to that in a proactive and a preventive way.

We ask the Governors in these 10 States to create a task force where they would take a personal interest, either personally or with their representatives. That they include community groups, fire service groups, and public sector groups as well. We think if that is replicated across the communities, that the consciousness will be raised, then if there is any new program that is developed by the Federal Government, the State government, or industry, there is a network that can establish that program and help put it in place. I think a very good example of that is there has been tremendous success by the efforts; and I think one of the efforts here in Nassau County where there are something like 17 people in the public education program, they have reached out to the homes, and at least nearly two-thirds of the homes have at least one smoke detector, that has been very valuable. I think we believe that that has contributed largely to the reduction in the increase of the loss of lives. We think that same kind of application can apply in the establishment of residential sprinkler programs. We think the reaction to fire is not simply the responsibility of an exclusive audience. It is a common enemy for all of us.

Mr. WALGREN. You mentioned that this program was at least slowly coming into existence. How slowly is it coming into existence?

Mr. VILLELLA. We have appropriated the money in October of this fiscal year. We think that the dollars will go out to the States by the middle of next month. I think that that is too slow, but then again, I am punishing myself for saying that because I was responsible for the initiation of the program and I am responsible for the delivery of the dollars. We felt like it was important to establish a good base of understanding. Six States now have submitted their application forms; again, the Federal forms process, and we feel reasonably sure that there will be some impetus that the other four States will come in by the target date of July 15. We are also hopeful Mr. Chairman, that the appropriation committees now meeting in conference will agree to expand this program by the application of another $1 or $1.5 million for 1985. We feel it is warranted, and we are very hopeful in that respect.

Mr. WALGREN. Why don't you take the next question?

Mr. MCGRATH. Thank you, Mr. Chairman. I guess you have given us a fairly decent status of the program at this particular point in time. Do you have anything further that you care to say about where we are, and where we are going to be? I know what you want as far as next year's appropriation level is concerned, so is there anything further on the status of the community volunteer fire prevention program?

Mr. VILLELLA. Congressman McGrath, we are interested in your observations since you are going to be holding this hearing and listening to folks here in your own community, and I would only say that we would very much appreciate not only your contingent support but your input as well.

Mr. MCGRATH. One of the things that having been on this subcommittee for a number of years that bothers me a little bit, is the fact that the environment is becoming increasingly hostile to firefighters with the advent of new toxic materials, hazardous wastes, and toxic combustion materials. Firefighters at the local level may not know what they are dealing with when they enter the warehouse or house or business that may be on fire. And I know research is being done in the effort to combat fire with these new materials. What steps, and this is I guess basic, what steps are being taken by the Federal Government and FEMA in particular to protect the firefighter against these kinds of hazards and how are we getting the dissemination of our information down to the local level?

Mr. VILLELLA. Congressman McGrath, I am not surprised that you asked that question since you have expressed an interest in the safety of firefighters for some time now since you have been in Congress. I would like to say that we are doing everything that you have asked that we do in the past. But I cannot say that. We have been involved with the improvements of the firefighter breathing apparatus with improvement through project fires to create a better protective envelope for the firefighters. We have expanded the training in response to and in recognition of hazardous substances. I think that that we have responded, I would not say that we have responded sufficiently to satisfy your express needs. We have been transmitting the information through an expanded training network where we have put together hand-off packages that are available for the States, we have increased the number of field training programs to the States, and we will put out more materials that can be distributed to individual firefighers.

Mr. McGRATH. You mentioned in your testimony, and by the way, your testimony is just a precis of an illuminous testimony, regarding building standards, and the introduction into those standards for requirements for perhaps fire detectors, smoke detectors, sprinkler systems, or whatever. How do we filter at the Federal level, having done the research and made the determination that these things are, in fact, not only cost effective but life saving. How do we encourage local jurisdictions to incorporate those recommendations into the building code?

Mr. VILLELLA. Well, Congressman McGrath, we do it by a variety of techniques. We have received a great deal of help, for example, from the International Society of Fire Service Instructors, International Association of Fire Chiefs, and Fire Protection Association, among others, who hold seminars who permit us to talk to their membership and they represent to some, the leadership throughout the Nation, and we do it by that means. Some of the other things that we have done is demonstration projects in different parts of the country. When we have a commitment from a State of a community to put on a demonstration program, project; we have done that in Georgia and in San Francisco among other communities.

Mr. McGRATH. I have been gratified, frankly, that the interest that FEMA and the U.S. Fire Administration, and the Fire Academy, the interest that they have taken over the past number of years that I have been in Congress. It is gratifying to me to see that there is an ever ongoing effort, albeit we have always liked something more, but I am delighted that for instance, that I think New York State is going to sometime in January is going to have a training program at the Fire Academy. I am delighted that FEMA has taken the interest in promoting the resolution to honor volunteer firefighters through the establishment of a firefighter recognition day this August, and I guess we are pretty well on-board with all of that. I am also delighted that FEMA and the Government have shown respect to firefighters who have fallen in the line of duty by the establishment of the Fallen Firefighters Memorial. I can only tell you that my own experience here in this county when friends of mine, just 4 years ago, died in a fire on Thanksgiving evening. Their names are inscribed on that memorial and I am very proud, that they are. I am delighted that we have taken this kind of an interest, and I thank you for your testimony.

Mr. WALGREN. Let me ask Mr. Villella some thoughts come to mind. In your testimony, you mentioned that the national level is going to provide a project team as I gathered, to talk with and provide whatever guidance they can to the State level coordinating groups under this program. Is that team in place now? What does it look like?

Mr. VILLELLA. Mr. Chairman, the team is a good team made up of individuals from both our staff and other fire service individuals. What we had hoped, frankly, was to have an advisory committee which would essentially take over providing advice for the project team which would be a working team. That as the proclamation for the volunteer firefighter recognition day, that request for an advisory committee is in the office of managing and budget going through the process of approval. Once we get that advisory committee approved, then we will appoint members from throughout the States and communities that would provide advice and guidance to us and the development formulation of the whole plan.

Mr. WALGREN. I see. The total project is how much money?

Mr. VILLELLA. This year it is $1 million.

Mr. WALGREN. And how is that broken down? $700,000 to the 10 States?

Mr. VILLELLA. $700,000 to the 10 States.

Mr. WALGREN. And then what about the other $300,000?

Mr. VILLELLA. The other $300,000 is broken down into the work that is being done for us by the National Governors Association, the staffing and management development work for travel and staffing to get the program off the ground. We think that was a pretty good break of that $1 million, or over 70 percent of it will go in fact, to the States. That is a very low cost, 30 percent overhead, if you will, of support from the Federal level, but a lot of that support is coming as well from in kind and voluntary contribution of people's time and effort. There is ancillary to that program another $300,000 which is really community based antiarson program of which you are familiar for those programs that have existed primarily to combat arson, but incidentally, to attack the whole fire problem in the process of combatting arson.

Mr. WALGREN. Thirty percent overhead is low for a Federal program?

Mr. VILLELLA. I do not know how you would look at it. To be honest with you, I would welcome anybody taking a look at what we spent and what we spent it for. I cannot tell you that we are right or wrong at this point. I can only tell you we are trying.

Mr. WALGREN. So, that each State will get approximately $70,000, is that correct?

Mr. VILLELLA. That is correct.

Mr. WALGREN. And the States will allocate that on a statewide level, and then on a local level?

Mr. **Villella**. Yes; distribution is recommended to be $10,000, no more than $10,000 for maintenance at the State level. We have had bad experiences in the past where a great deal, a great percentage of money that is given for community based programs gets tied up in State overhead, and that the remainder of the dollars, $60,000 is spread across of those three different kinds of communities.

Mr. **Walgren**. I see. And this $1 million is coming out of which budget?

Mr. **Villella**. It is coming out of the Fire Administration budget.

Mr. **Walgren**. Fire Administration budget. And the total Fire Administration budget is how much?

Mr. **Villella**. The total Fire Administration budget is approximately $5.6 million for 1984, given the wisdom of the appropriations conference taking place right now, will be somewhere in the order of $9.8 million, nearly doubling the program dollars for 1985 over 1984, based on the initiatives from the President.

Mr. **Walgren**. I see. That is certainly a turn around from the first direction that the Fire Administration was budgeted for in 1981, and I want to commend you for that. I also want to commend the gentlemen from New York for that too, because we were going in the wrong direction there for a little while, and I think it is good to see people that recognize the value of some of these efforts prevailing and having their views prevail. Let me ask you about the sprinkler system, a little bit. We are trying through the Fire Administration to promote the residential sprinklers. How much money do we have in that?

Mr. **Villella**. $2½ million. That was the message I tried to transmit to you on prologue. What happened just this past month is the city of Los Angeles mandated a requirement for sprinkler systems in stairways for multiple dwellings. We were very pleased to hear that. We hope that other communities, large metropolitan density adopt the same kind of system. That resulted from previous research and demonstration which was conducted by the now fire chief of the city of Los Angeles on a FEMA funded congressionally supported research on the application of sprinklers. We think the same thing is happening in the manner of the nasty term tradeoffs within the building industry, is happening in places like Cogg County, GA where an entire development of some 10 or 15,000 homes is being installed up front with residential sprinklers. The resulting cost of the home is not increased by this process, but in fact, in some cases, there is evidence that the cost of the home can decrease because the normal structural fire protection systems can be reduced; the standards can be reduced. So we see positive signs that we need to be embellishing this national effort.

Mr. **Walgren**. You spent $2½ million on that. How are you spending it?

Mr. **Villella**. The $2½ million is for 1985. We have our fingers crossed it will squeeze through the appropriations process and be signed by the President, and that will be done essentially to do some more research. It will be done to expand the demonstrations, and it will be done in order to leverage the private sector. We have very strong indications now on an increasing daily basis that there is a movement from the private sector in cooperation with the fire service and communities, to in fact, create this national effort to do everything possible to provide sprinkler systems within multiple dwellings, high rises and homes.

Mr. McGrath. Gentlemen?

Mr. Walgren. Mr. McGrath?

Mr. McGrath. What kind of relationship and/or cooperation are you receiving from the National Realtors Association? The National Home Builders Association? That type that would be in the business of implementing recommendations?

Mr. Villella. Well, let me try to respond first in a relatively defensive basis. This metamorphasis that is taking place in these new national programs, there is an arm coming out, a head, a beak; it is not all out of the shell yet. We have a cooperative effort going with the National Home Builders. We have an increasing degree of cooperation and dialogue with the National Residential Sprinkler Association; with the Institute of National Building Code officials; and other members of industry. The Allied Tube and Conduit; the Iron Steel Institute; the Tobacco Institute; all those people that are concerned about developing something would provide for improved protection. I would be more than happy, Congressman McGrath, to provide as much of that for the record at a later date based upon your interest.

Mr. McGrath. Thank you. Thank you. Thank you gentlemen for yielding.

Mr. Walgren. Well, we certainly want to encourage you in those directions that seem so constructive. One of the great difficulties is that the outreach never seems to reach out far enough, and I know when I talk to my volunteer firemen in Pittsburgh, they say, "Gee, I never knew you had anything going down there at all," and we hope that some of the other folks might be able to give us some impressions of how real these kinds of programs are in their own communities and in their own lives, and then we want to push as hard as we can to make them as real and concrete as they possibly can be, so we appreciate your testimony and look forward to urging you on in these directions. Thank you, Mr. Villella.

Mr. Villella. Thank you both very much. Since we are a national accounting, may I make an informal presentation to Congressman McGrath?

Mr. Walgren. Sure.

Mr. Villella. All right. May I ask for you to reread the names of 120 firefighters who died, of those some of which were in Nassau County? This is a tape of that memorial service, and I would like to give it to Congressman McGrath and hopefully make it available to Nassau County?

Mr. Walgren. OK. Well, that is nice. Very nice.

Mr. McGrath. Very nice. This is a tape of the ceremony that the Fallen Firefighters Memorial at which time professional firefighter union president read the names of volunteer firemen who have fallen and the head of the volunteer effort read the names of the professional firefighters who have fallen, so I am going to make this available to any of the companies and departments here in Nassau who would like to view it. I think you would have to have your own VCR, but in any case, it will be available in my office and I am sure that we will get the information around to, through the fire marshal's office to the departments, and I appreciate this very much, Fred.

Mr. **Walgren**. Thank you, Mr. Villella.

The next witness is Dr. Jack Snell, the Director of the Center for Fire Research from the National Bureau of Standards. We welcome you to the committee, Dr. Snell.

STATEMENT OF DR. JACK E. SNELL, DIRECTOR, CENTER FOR FIRE RESEARCH, NATIONAL BUREAU OF STANDARDS

Dr. **Snell**. Thank you.

Mr. **Walgren**. And look forward to hearing what you might be able to tell us about the Federal efforts in the Fire Research Center.

Dr. **Snell**. Thank you very much, Mr. Chairman, and Congressman McGrath. I very much appreciate the opportunity to be here today. I view this as an important opportunity for me to learn as well as to share with you some views on work that we currently have underway. I have a prepared statement but in interest of time perhaps, if you prefer, I would be pleased to give a short summary and a few observations?

Mr. **Walgren**. We would appreciate that.

Dr. **Snell**. You, in your opening remarks, Mr. Villella, spoke of the magnitude of the fire problem, and I was moved by the comparison he drew to the losses over the last decade to those in Vietnam. I think it is stunning when you reflect on the resources that went into the one endeavor, as opposed to those that have gone into the other, and I certainly support your concerns about the unrealized dreams and vision that was reflected in "America Burning."

I would like, as you know, the Center for Fire Research at the National Bureau of Standards, was put into place by the Fire Prevention and Control Act to provide a national focus for fundamental and to applied research on fire to provide a scientific and technical basis to reduce fire losses and cost hopefully by a half by the end of this century.

Results to date suggest that we have made considerable progress toward that goal. But, I would like at the outset candidly to put in context the role and function of the Center for Fire Research. It is a research undertaking, the purpose of which is to provide underpinning knowledge, data, and information to all of those in the fire committee to bring about the loss of reduction in these losses. The Center has a professional staff numbering slightly over 50. The work of the Bureau involves developing research and data, measurement methods, and new knowledge and understanding. There are many hundreds of organizations involved in various facets of fire protection. With the force that we have to deal directly with the end user, ultimate end user of the research finding, obviously we would get little if any research done. Therefore the direct focus of our outrage is principly through intermediate organizations, many of which have been mentioned and I will touch on some of them a little later.

Also, the scope of our knowledge in fire, of fire, is very limited, and in its wisdom, the Congress in drafting the Fire Prevention and Control Act, addressed the attention of the Center of Fire Research, a basic and applied research on fire phenomenon as opposed to the technologies for firefighting and firefighter protection which is as was noted earlier in section 8 of the responsibility of the U.S. Fire Administration, and the Center for Fire Research.

And, to draw your attention to the product of our efforts to date, which I believe has set the foundation for a major transition of practice in fire protection that indeed will change the way fire protection activities are carried out for many members of the fire protection community, the volunteer firefighters as well.

And then, I would like to close on a brief and I think somewhat sober note. As I said earlier, the role of the Center for Fire Research is to develop new knowledge, data, and measurement technology. In that, we worked very closely in coordination with the U.S. Fire Administration, the National Fire Academy, and a large number of other public and private sector organizations. Not only in understanding, or in trying to understand their needs for new knowledge of fire but in developing mechanisms for the dissemination and the use of our product.

The Bureau has no regulatory authority, we do not establish standards and codes. On the other hand, we operate a grants program which supports academic research in fire to the extent that it is done in this country at some 30 universities throughout the Nation. Areas currently of concern in the Fire Research Program include early morning and suppression technologies, fire and smoke toxicity hazard assessment, methods to simulate and predict fire events. We are also working on a number of practical as well as fundamental research topics of significance for today. And particularly over the last 2 years, as a relative newcomer to the fire field, I have taken considerable efforts to attempt to listen and hear of the needs of the members of this community for new understanding of fire and where that could have significant impact.

As a part of this effort, with the advice from counsel of our technical evaluation panel which includes not only eminent scientists, but also experienced fire chiefs and fire service officials, we have established a local ad hoc group of fire service organization representatives to help us understand how better to frame our technical programs in ways that will facilitate their use in their organizations. The means presently used to disseminate our technical results are many, and let me just sight a few. We have for example, an activity under way to develop a device to provide quantitative fit testing for masks, this is work supported in part by the OSHA, the Occupational Health and Safety Administration, but the application to firefighter mass is obvious and clear. A quantitative and fit test of this sort will provide a way to assure fire service officers going onto a scene of security against hazardous gasses and materials.

We supported the Foundation for Fire Safety in the development of the postmortum protocol, and are working in measurement technology to help assure that the survivors protocol is appropriate. We have worked, as you know, for a number of years in developing the test method relating to combustion product toxicity and are now devoting our efforts to develop a hazard assessment method that provides a framework for use of those data along with other data in making valuable and important decisions about how to reduce and mitigate the losses from smoke and fire.

We have developed what we call ASET, the available safe egress time model, a computer-based fire simulation model that permits one to estimate time available for escape or rescue in prescribed fire situations. This is a very exciting capability that, in the hands of designer, in the hands of trainees, provides an effective way to begin to understand just how little time fire, of those exposed to fire have to affect escape or rescue. And as you may well know from our previous testimony, we have developed a fire investigation handbook which is our, part of our contribution to the national arson effort and are working to develop test methods in and around Robbin to improve the quality and acceptability of evidence in arson cases to assure these informations are widely used.

In terms of the dissemination of these and others of our programs, as I said earlier, we have drawn the services of a number of important intermediate organizations. For example, in the area of building and fire codes, we work closely with the National Institute of Building Sciences, the National Conference of States on Building Codes and Standards, professional organizations like the American Institute of Architects, the Council of American Building Officials, and many others.

In the area of tests methods or technical results are promulgated through the standards produced in the voluntary concensus mode by the National Fire Protection Association, the American Society of Testing Material, the American Society of Heating, Refrigerating and Air Conditioning Engineers, and other similar organizations.

In terms of fire services, operations, and training, our results are disseminated in a broad variety of areas, our technical staff assists in supporting the faculty of the National Fire Academy and the development of courses in reviewing their plans and in trying to make our technical results available to them for inclusion where appropriate, in their courses. Our libraries have exchanged agreements. We have worked closely with the fire administration on the Residential Sprinkler Program. We, as you know, with the fire administration, support the fire investigation contract through the National Fire Protection Association which provides valuable data from major fires that ultimately gets fed back through our members of this community.

So, as you can see through these and others too lengthy to list, we have attempted in the last couple of years to extend the breadth and depth of our outreach efforts in making our research results available. But what are those research results really? It has been a decade since the passage of the Fire Act, and many people say of the Fire Center, they raise of us the same question you raised earlier in relation to the Nation fire focus. People wondering or not knowing that there was a Center for Fire Research. Well, think about it. In getting started and trying to address the problems as complex as fire, it has taken a while to develop a basic understanding of this very complex phenomenon. We have come a long way. We are in the threshold now of being able to do in fire what is routinely done in aviation. In aviation, we can design and indeed fly airplanes on computer-based simulators. You can expose flightcrews to every conceivable hazard safely, and allow them to develop the skills and abilities to address those situations. The ability to simulate and predict fires based on the research results of the last decade continuing through the next, will bring precisely that same capability to this community. The impact on all aspects of the fire service, indeed, will be very profound. Changing the nature of the roles and functions of many of these organizations. Already, we have observed the significant shift in fire service organizations from a primary emphasis on firefighting to an increasing emphasis on fire protection and prevention activities. The efforts with respect to smoke detectors, residential sprinklers; are current cases in point.

But as we look a little bit forward to the emergence of the simulation and prediction tools, which with the aid of a microprocessor in interactive graphics, forms, not fundamentally different from those we see in arcade games now.

Fire service officials will be using such tools to evaluate building fire safety in the designing stage to assure alternative forms of fire protection are provided, so that the trade-offs that Fred Villella spoke of recent, or earlier, in terms of sprinklers verses containment verses whatever; are in fact sound to provide not only enhanced protection but also at a much lower cost and greater economy.

We see these tools as having a tremendous impact on education for fire safety, and when I say "education," I mean it in a very broad sense. Last decade we were preoccupied with energy conservation, and it was not until people could understand in terms that are comfortable to them, the benefits of reducing energy use, the personal benefits of reducing energy use, that we saw significant energy conservation taking place across this country.

Well, clearly the same is true in fire. Although in our case with fire, it is more difficult. Very few people believe that it could happen to them. Even a smaller percent have any idea of the rate of fire development of the hazard of smoke and toxic gasses from fire, the rate at which these involved. I personally believe the simulation and prediction tools will provide a powerful means to get that message across so that every school child will, in this country, as in Japan and some other countries, have a very much greater and healthier respect for fire than those attitudes that lead to the losses that we experience in our country today.

I could go on, but I think that I have made my point in expressing a sense of excitement and enthusiasm for the impact and the results of these research are going to be having over the next decade throughout this community. And it is on that basis that I asserted at the outset, the scientific and technical basis that we have begun to pull together, will indeed provide the means to cut fire losses and fire protection costs at least by half within the next generation. These are great strides. But, we must be mindful that there is indeed no panacea, no single quick technical fix to the fire problem, and I would be astounded if any of the witnesses after me would suggest as such. It is a complex, many faceted problem, that occurs in many different forms and ways throughout our community, and it is going to take a closely coordinated effort on all of our parts to achieve those loss and crossed reductions. Thank you very much.

Mr. WALGREN. Thank you very much for that testimony.

[The prepared statement of Dr. Snell follows:]

U.S. DEPARTMENT OF COMMERCE
STATEMENT OF JACK E. SNELL, DIRECTOR
CENTER FOR FIRE RESEARCH, NATIONAL BUREAU OF STANDARDS
BEFORE THE U.S. HOUSE OF REPRESENTATIVES COMMITTEE
ON SCIENCE AND TECHNOLOGY FIELD HEARING ON
FIRE PREVENTION AND CONTROL

MINEOLA, LONG ISLAND, NEW YORK
JUNE 22, 1984

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I AM PLEASED TO BE HERE.

INTRODUCTION

THE UNITED STATES HAS AMONG THE VERY WORST FIRE DEATH RECORDS OF ANY NATION REPORTING SUCH STATISTICS. EACH YEAR IN THE UNITED STATES, OVER 7,600 PERSONS ARE KILLED BY FIRE AND OVER 32,000 ARE SERIOUSLY BURNED. IN ADDITION TO THE HUMAN SUFFERING THIS BRINGS, DIRECT PROPERTY LOSS FROM FIRE IN THE UNITED STATES IS MORE THAN 6 BILLION DOLLARS ANNUALLY WITH A TOTAL COST TO THE NATION APPROACHING 30 BILLION DOLLARS PER YEAR.

THE CENTER FOR FIRE RESEARCH (CFR) AT THE NATIONAL BUREAU OF STANDARDS (NBS) PROVIDES THE NATIONAL FOCUS FOR FIRE RESEARCH AIMED AT PROVIDING THE TECHNICAL BASIS TO REDUCE U.S. FIRE LOSSES AND COSTS BY 50% BY THE END OF THE CENTURY. RESULTS OF THE BUREAU'S FIRE RESEARCH ALREADY HAVE HAD SIGNIFICANT PRACTICAL IMPACT IN TERMS OF LIVES SAVED, INJURIES PREVENTED, AND ECONOMIC LOSSES AVOIDED. THE U.S. HAS MADE THIS PROGRESS BY USING IMPROVED FIRE DETECTION TECHNIQUES (PRIMARILY SMOKE DETECTORS), BY MAKING BETTER USE OF MATERIALS, AND BY OUR IMPROVED UNDERSTANDING OF FIRE AND HOW IT

STARTS AND SPREADS. NBS IS PROUD TO HAVE CONTRIBUTED TO THESE IMPROVEMENTS.

THE BUREAU'S RESEARCH IS CLOSELY COORDINATED WITH LEADING PUBLIC AND PRIVATE SECTOR FIRE PREVENTION AND PROTECTION ORGANIZATIONS. CURRENTLY, THE BUREAU IS PROVIDING CRUCIAL KNOWLEDGE, UNDERSTANDING AND DATA FOR EARLY WARNING AND FIRE SUPPRESSION, FOR ASSESSING FIRE AND SMOKE TOXICITY HAZARDS, AND FOR SCIENTIFICALLY-BASED FIRE SIMULATION AND PREDICTION TOOLS UPON WHICH FUTURE FIRE PROTECTION CODES, DESIGNS AND PRACTICES WILL BE BASED. THE NET BENEFITS OF THIS MODEST RESEARCH EFFORT WILL RESULT IN THOUSANDS MORE LIVES BEING SPARED DEATH OR DISFIGUREMENT BY FIRE. THIS RESEARCH ALSO WILL SAVE BILLIONS OF DOLLARS ANNUALLY THROUGH MORE EFFECTIVE TECHNOLOGY, PRACTICES AND FIRE SAFETY REQUIREMENTS.

BACKGROUND

THE NBS CENTER FOR FIRE RESEARCH WAS ESTABLISHED BY THE NATIONAL FIRE PREVENTION AND CONTROL ACT OF 1974 (P.L. 93-498) AS ONE OF THREE ELEMENTS OF THE NEW FEDERAL FIRE PROGRAM. THE OTHER TWO ACTIVITIES ARE CARRIED OUT BY THE U.S. FIRE ADMINISTRATION AND THE NATIONAL FIRE ACADEMY IN THE FEDERAL EMERGENCY MANAGEMENT AGENCY. NBS FIRE RESEARCH IS COORDINATED CLOSELY WITH PRIVATE SECTOR ORGANIZATIONS SUCH AS THE NATIONAL FIRE PROTECTION ASSOCIATION, THE NATIONAL FIRE SERVICE ORGANIZATIONS, SOCIETY OF FIRE PROTECTION ENGINEERS, NATIONAL INSTITUTE OF BUILDING SCIENCES, NATIONAL CONFERENCE OF STATES ON BUILDING CODES AND STANDARDS, INC., AND MANY OTHER INDUSTRY AND PROFESSIONAL ORGANIZATIONS.

NBS FUNDS FIRE RESEARCH GRANTS TO ABOUT THIRTY UNIVERSITIES AND OTHER RESEARCH ORGANIZATIONS. THESE GRANTS REPRESENT THE PRINCIPAL SOURCE OF FUNDING FOR SUCH RESEARCH AND FOR TRAINING THE NATION'S NEW FIRE SCIENTISTS.

THE PRINCIPAL PRODUCTS OF NBS FIRE RESEARCH ARE NEW KNOWLEDGE, DATA, AND TEST AND MEASUREMENT METHODS. NBS HAS NO REGULATORY AUTHORITY NOR DOES IT PROMULGATE STANDARDS. RATHER OUR RESEARCH FINDINGS ARE CONVEYED THROUGH A MULTITUDE OF PUBLIC AND PRIVATE SECTOR ORGANIZATIONS WHICH ADAPT, DISSEMINATE AND FREQUENTLY TRANSLATE OUR PRODUCTS INTO FORMS MOST USEFUL TO EACH OF A BROAD VARIETY OF END USER GROUPS.

FOR EXAMPLE, SOLID FUEL HEATING DEVICES SUCH AS WOOD STOVES HAVE RECENTLY BECOME THE NEW LEADING CAUSE OF FIRE IN PRIVATE DWELLINGS. THE BUREAU'S RESEARCH HAS DEVELOPED NEW INFORMATION ON SAFE INSTALLATION PRACTICES, THE PERFORMANCE OF HEAT SHIELDS, FACTORY-BUILT CHIMNEYS AND CHIMNEY INSERTS, AND WALL PENETRATION DEVICES COMMONLY CALLED "THIMBLES." THIS WORK WAS SPONSORED BY THE DEPARTMENT OF ENERGY AND THE CONSUMER PRODUCT SAFETY COMMISSION. EACH OF THESE AGENCIES HAS ITS OWN CHANNELS FOR DISSEMINATING SUCH INFORMATION TO PRODUCT MANUFACTURERS, HOMEOWNERS, AND POTENTIAL CUSTOMERS.

THESE RESULTS HAVE BEEN PUBLISHED IN THE TECHNICAL LITERATURE AND INCORPORATED INTO REVISIONS OF THE RELATED NATIONAL FIRE PROTECTION ASSOCIATION STANDARDS. NBS AND OTHERS HAVE DISTRIBUTED GUIDELINES BASED ON THESE STUDIES THROUGH THE FIRE SERVICES AND THE NEWS MEDIA, INCLUDING NEWSPAPER AND PUBLIC SERVICE RADIO SPOT ANNOUNCEMENTS IN ALL AREAS OF THE COUNTRY WHERE THESE DEVICES HAVE BECOME POPULAR. THUS, THE PATHWAYS BETWEEN RESEARCH AND PRACTICAL APPLICATION AND USE OF OUR PRODUCTS TYPICALLY INVOLVE MANY PLAYERS. WE AT NBS DEVOTE SUBSTANTIAL TIME TO LISTENING AND LEARNING ABOUT THE NEEDS AND CONCERNS OF THE FIRE PROTECTION COMMUNITY TO HELP US DECIDE NOT ONLY WHERE TO PLACE RESEARCH EMPHASIS, BUT ALSO WHERE TO DIRECT OUR EFFORTS TO PRODUCE THE TYPE OF INFORMATION NEEDED BY OTHERS TO CUT FIRE LOSSES AND COSTS.

PROGRESS

CONSIDERABLE PROGRESS HAS BEEN MADE BY THE NBS CENTER FOR FIRE RESEARCH IN THE DECADE SINCE PASSAGE OF THE NATIONAL FIRE PREVENTION AND CONTROL ACT. THIS INCLUDES NEW SCIENTIFIC KNOWLEDGE AND IMPROVED MEASUREMENT AND TEST METHODS, WHICH HAVE GIVEN IMPETUS TO MANY IMPORTANT PRACTICAL AND LIFE SAVING DEVELOPMENTS IN THIS FIELD. FOR EXAMPLE, NBS RESEARCH AND TEST METHODS GREATLY FACILITATED DEVELOPMENT AND WIDE-SPREAD APPLICATION OF RESIDENTIAL SMOKE DETECTORS, AS WELL AS CIGARETTE IGNITION-RESISTANT MATTRESSES AND UPHOLSTERED FURNISHINGS. SMOKE DETECTORS ARE NOW INSTALLED IN OVER TWO-THIRDS OF THE NATION'S DWELLINGS. THE CONSUMER PRODUCT SAFETY COMMISSION REQUIRES ALL MATTRESSES SOLD IN THE U.S. TO MEET THE NBS-DEVELOPED TEST. NBS HAS PROVIDED TECHNICAL SUPPORT TO BOTH THE FURNITURE INDUSTRY AND THE CONSUMER PRODUCT SAFETY COMMISSION IN THEIR EFFORTS TO INCREASE THE RESISTANCE OF FURNITURE TO IGNITION BY CIGARETTES. THESE EFFORTS ARE LARGELY RESPONSIBLE FOR REDUCING BY OVER 20% THE U.S. FIRE DEATH RATE WITHIN THE LAST DECADE.

ALSO, NBS SCIENTISTS AND GRANTEES HAVE CONTRIBUTED TO THE DEVELOPMENT OF RESIDENTIAL SPRINKLERS. RESIDENTIAL SPRINKLERS ARE A MAJOR PART OF THE U.S. FIRE ADMINISTRATION'S PROGRAM ON FIRE SAFETY IN RESIDENCES. NBS HAS RECENTLY COMPLETED STUDIES WHICH ESTIMATE THE POTENTIAL FOR SAVING LIVES THROUGH COMBINED USE OF SMOKE DETECTORS AND RESIDENTIAL SPRINKLERS AND PROVIDE A WAY FOR ESTIMATING THE CONDITIONS UNDER WHICH RESIDENTIAL SPRINKLERS ARE AN ECONOMICALLY VIABLE ALTERNATIVE FOR HOMEOWNERS.

THE TRANSITION TO PREDICTIVE METHODS

THE NBS CENTER FOR FIRE RESEARCH IS PROVIDING LEADERSHIP IN THE DEVELOPMENT OF SCIENTIFICALLY-BASED COMPUTER MODELS OF FIRE GROWTH AND SMOKE MOVEMENT IN BUILDINGS, TRANSPORTATION VEHICLES AND INDUSTRIAL FACILITIES. THESE MODELS, COMBINED WITH EXPERT JUDGMENT, WILL VASTLY IMPROVE OUR ABILITY TO EVALUATE AND PREDICT FIRE SAFETY.

A FORERUNNER OF THESE PREDICTIVE PROCEDURES IS THE FIRE SAFETY EVALUATION SYSTEM, DEVELOPED BY NBS. USING THIS SYSTEM TO EVALUATE HEALTH CARE FACILITIES WILL SAVE THE U.S. PUBLIC BILLIONS OF DOLLARS WITHOUT REDUCING THE FIRE SAFETY OF THE BUILDING OCCUPANTS. THE SYSTEM PROVIDES A MEANS OF DEMONSTRATING EQUIVALENCE TO SPECIFIC PROVISIONS OF THE BUILDING CODE. BASED ON JUDGMENTS MADE BY EXPERTS ON THE LEVEL OF SAFETY PROVIDED BY A SERIES OF ALTERNATIVES--SUCH AS INSTALLING SPRINKLERS RATHER THAN HEAVY DOORS--THE SYSTEM ALLOWS BUILDING DESIGNERS FLEXIBILITY IN CHOOSING THE MOST COST-EFFECTIVE OPTIONS FOR MEETING FIRE CODES. THE NBS SYSTEM IS CREDITED WITH SAVING $4 MILLION OF AN $11 MILLION PROJECT TO REHABILITATE A SECTION OF A SINGLE PUBLIC HOSPITAL.

SMOKE TOXICITY HAZARD

IT IS WELL KNOWN THAT SMOKE, NOT HEAT OR FLAMES, IS THE PRINCIPAL KILLER IN FIRES. ALTHOUGH CARBON MONOXIDE IS WIDELY BELIEVED TO BE THE PRINCIPAL CULPRIT, MANY MODERN MATERIALS AND PRODUCTS WHEN BURNED YIELD ADDITIONAL COMBUSTION PRODUCTS SUCH AS HYDROGEN CYANIDE AND HYDROGEN CHLORIDE GASES--GASES THAT CAN BE IRRITATING OR TOXIC.

THE NBS CENTER FOR FIRE RESEARCH, WORKING WITH OTHER PUBLIC AND PRIVATE SECTOR LABORATORIES AND INDUSTRY, HAS DEVELOPED A LABORATORY TEST METHOD FOR USE BY PRODUCT RESEARCHERS AND DEVELOPERS TO SCREEN OUT MATERIALS LIKELY TO PRODUCE UNUSUALLY TOXIC COMBUSTION PRODUCTS. NBS IS DEVELOPING PRACTICAL METHODS FOR ASSESSING FIRE AND SMOKE TOXICITY HAZARDS THAT WILL PERMIT DESIGNERS, PRODUCT MANUFACTURERS, AND CODE AND REGULATORY OFFICIALS THE MEANS TO EVALUATE IN A MEASURABLE WAY THE RELATIVE CONTRIBUTION OF PARTICULAR MATERIALS AND PRODUCTS TO THE OVERALL HAZARDS OF FIRE IN INDIVIDUAL SITUATIONS.

AT THE NATIONAL FIRE PROTECTION ASSOCIATION ANNUAL MEETING IN NEW ORLEANS LAST MONTH, WE REPORTED ON A PILOT VERSION OF A COMPUTER-BASED SYSTEM FOR ASSESSING FIRE AND SMOKE TOXICITY HAZARDS. THE COMPUTER OPERATOR DESCRIBES THE BUILDING, FURNISHINGS, OCCUPANTS AND FIRE SCENARIO OF CONCERN. THE SYSTEM THEN SIMULATES FIRE GROWTH AND SMOKE SPREAD THROUGHOUT THE BUILDING. IT CALCULATES AND GRAPHICALLY DISPLAYS THE DEVELOPMENT OF HEAT AND SMOKE THROUGHOUT THE BUILDING. THE MODEL WILL DISTINGUISH BETWEEN THOSE CASES IN WHICH HEAT, SMOKE CONCENTRATION (I.E., THE ABILITY TO SEE), OR SMOKE TOXICITY CONSTITUTE THE PRIMARY HAZARDS TO LIFE. THE OPERATOR EASILY CAN ASSESS THE CONSEQUENCES OF ALTERNATIVE DESIGNS, MATERIALS, FIRE PROTECTION MEASURES OR REGULATORY MEASURES.

THIS CAPABILITY SHOULD BE AVAILABLE IN THE NEXT THREE TO FOUR YEARS FOR WIDE-SPREAD APPLICATION IN THE UNITED STATES.

FEW PEOPLE REALIZE THAT LETHAL SMOKE AND HEAT CAN DEVELOP AND FILL A TYPICAL HOUSE WITHIN A FEW MINUTES, MAKING ESCAPE DIFFICULT IF NOT IMPOSSIBLE. NBS IS SEEKING WAYS TO INCREASE BUILDING OCCUPANTS' AWARENESS OF SUCH RAPIDLY DEVELOPING HAZARDS. COMPUTER FIRE SIMULATION MODELS WILL PLAY AN INCREASING ROLE IN SUCH EFFORTS IN THE COMING YEARS. JUST AS AIRCRAFT PILOTS OR NUCLEAR POWER PLANT OPERATORS NOW USE COMPUTER SIMULATIONS TO "DRY-RUN" ALL CONCEIVABLE EMERGENCIES, FIRE SERVICE VOLUNTEERS AND OTHERS SOON WILL BE USING SIMILAR TOOLS TO HELP BUILDING OWNERS, HOMEOWNERS, AND SCHOOL CHILDREN LEARN TO PREVENT AND SURVIVE FIRES.

FUTURE PLANS

RECENT DEVELOPMENTS IN COMPUTER TECHNOLOGY, IN TELECOMMUNICATIONS AND IN THE EXCITING FIELDS OF ARTIFICIAL INTELLIGENCE AND EXPERT SYSTEMS ARE ACCELERATING PROGRESS IN FIRE RESEARCH. THE CENTER FOR FIRE RESEARCH IS FORMING A COLLECTIVE, PRIVATE AND PUBLIC SECTOR EFFORT TO HASTEN THE INTRODUCTION AND USE OF NEW TECHNOLOGY AND PRACTICES FOR THE PUBLIC BENEFIT. THE IMPLICATIONS OF THESE DEVELOPMENTS ARE AS PROFOUND FOR THE FIRE SERVICES AS THEY ARE FOR OTHER GROUPS IN THE FIRE PROTECTION COMMUNITY. ALREADY, PROGRESSIVE FIRE DEPARTMENTS ARE USING COMPUTERIZED SYSTEMS TO COLLECT AND ANALYZE DATA ON FIRES IN THEIR JURISDICTIONS AND THE EFFECTIVENESS OF THEIR FIRE FIGHTING OPERATION. SOON FIRE SERVICE INVESTIGATORS, INSPECTORS, TRAINING OFFICERS, AND EVEN OFFICERS ON THE FIRE SCENE WILL BE USING COMPUTER-BASED FIRE SIMULATIONS. THEY ALSO WILL HAVE

TELECOMMUNICATIONS LINKS TO BUILDING AND MATERIAL DATA BASES IN A WIDE VARIETY OF APPLICATIONS. IT IS EXCITING TO BE A PART OF THIS MOST SIGNIFICANT TRANSITION IN FIRE PROTECTION PRACTICE AND TO WORK WITH DEDICATED LEADERS THROUGHOUT THE FIRE PROTECTION COMMUNITY.

LEST THESE REMARKS APPEAR OVERLY OPTIMISTIC, LET ME END ON A CAUTIONARY NOTE. ALTHOUGH WE HAVE MADE REMARKABLE STRIDES IN EXPANDING OUR KNOWLEDGE OF FIRE AND PROVIDING PRACTICAL MEANS TO REDUCE ITS COSTS AND OTHER BURDENS, WE STILL HAVE A GREAT DEAL TO LEARN. FOR EXAMPLE, WE FACE A NUMBER OF TOUGH QUESTIONS CONCERNING SUCH FUNDAMENTAL PHENOMENA AS FLAME SUPPRESSION AND FIRE EXTINGUISHMENT. INDUSTRY'S CONTINUED DEVELOPMENT OF NEW PRODUCTS, MATERIALS AND DESIGNS ALSO CREATES NEW PROBLEMS AND CHALLENGES FOR FIRE SAFETY RESEARCH. I'M CONVINCED THAT IN THE NEXT TWO DECADES WE WILL SEE LARGE RETURNS ON THE INVESTMENT WE ARE MAKING IN DEVELOPING NEW KNOWLEDGE ABOUT FIRE. THANK YOU.

Dr. Jack E. Snell
Director, Center for Fire Research

Jack Snell was appointed Director of the Center for Fire Research in October 1981. He is responsible for the fire research programs of the National Bureau of Standards. These include basic and applied research on all aspects of fire and development of scientific and technical knowledge applicable to the reduction of fire losses and the costs of fire protection.

Prior to his present assignment, Dr. Snell was Director of the Office of Energy Programs and had responsibility for the energy-related programs in the Bureau's National Engineering Laboratory. Dr. Snell joined the National Bureau of Standards in August 1971 as Chief of a research group in the Building Environment Division, Center for Building Technology, which developed performance criteria and measurement technology for building service systems.

Prior to his service with the Bureau, Dr. Snell was Assistant Professor of Transportation Engineering and Director of the Transportation and Urban Systems Laboratory at Princeton University. His previous work experience includes wind tunnel testing on high-lift devices for aircraft, military duty in the Strategic Air Command, and aircraft maintenance engineering with a major international airline. Following his graduate study, Dr. Snell taught in Kanpur, India, at the Indian Institute of Technology for 18 months.

He received a Bachelor's Degree (honors) in Aeronautical Engineering from Princeton University in 1957, a Master's Degree in Industrial Engineering/Operations Research in 1964, and a Ph.D. in Civil Engineering (Transportation) in 1966. His major interest is in the field of research management and program development where he has authored numerous papers and articles and is a frequent speaker.

Dr. Snell has received the Department of Commerce Silver Medal, and numerous citations. He is a member of the National Fire Protection Association, the State of Maryland Governor's Science Advisory Council, the American Society of Mechanical Engineers, and the International Platform Association.

Mr. WALGREN. Dr. Snell, what is the budget for the Center for Fire Research?

Dr. SNELL. The authorized budget is slightly under $6 million.

Mr. WALGREN. And the appropriated budget?

Dr. SNELL. Oh, I am sorry. The appropriated budget is slightly under $6 million. We receive from other agencies of the Federal Government on reimburseable funding as much as $3 million or slightly more.

Mr. WALGREN. And, what did the administration recommend for the Center for Fire Research this next year?

Dr. SNELL. The administration proposal for the budget was zero funding for 1985.

Mr. WALGREN. I see. They had more for public interest than for anything else because the Center for Fire Research has had substantial support in the Congress, and I think that the Congress has on both sides our political spectrum recognized the importance of your work and certainly you find substantial support in the Congress, and I appreciate that because in truth, we hope that you will be an example or that the fire administration will be an example of the experience you will have with the funding process where the administration proposed zero funding for the fire administration several years ago, and now is back with greater strength than before, and we trust that that will be the same with the Center for Fire Research.

Dr. SNELL. Thank you.

Mr. WALGREN. Mr. McGrath?

Mr. MCGRATH. I would just point out for those who wonder at times what the value of some of these hearings are. First of all, an awful lot of preparation by the staff goes into making these hearings possible. I know that an awful lot of preparation by the witnesses is given in order to make the best possible presentations and probably a lot of research goes into that also. Third, we probably come out with a fairly substantial and well documented report on the hearing at which time when funding recommendations are made by the Office of Management and Budget, that do not sit well with the Congress. We have a concrete evidence of hearings, people in the field who have done research that we can back up our statements in support of agencies like your own, and the fire administration and the fire academy, so these are important for us as tools to go back to and say, "Look, you are way off base here. We need this money and it is cost effective, and it ought to be spent." Let me ask you this; I know you do a lot of research in cooperation with other governmental agencies, the Department of Energy; the Consumer Product Safety Board; I guess that you have a fairly good relationship with all of those other agencies? How does the information that you generate filter down to State and local fire departments and building departments, or whatever?

Dr. SNELL. As I had attempted to point out earlier, Congressman, there are a number of mechanisms that we use. As you know, we have very limited resources, so we must depend on a solid relationship with these intermediate organizations in effecting those communications, but they include some of the most important organizations in this business, as it relates to the technologies for fire protection and construction in retrofit of facilities and in development of education and training programs through the FEMA and through the NFPA, and other similar organizations. We were very fortunate recently for example, that the "Ripley's Believe It Or Not" came out and did some footage in one of our laboratories on the problem of rapid fire development, and developed from that material that has received very broad dissemination nationally in terms of the implications of the results of these research. So, the principle channel for our technical results beyond the technical community is through the standards organizations, the test method organizations, the national and professional associations and societies, and through their media to their membership, and that is the principle mechanism that we used in the dissemination of our results.

Mr. McGRATH. Well, is there any evaluation tool that would allow you to gauge the success of dissemination of information? I frankly get the impression that the guy at the real local level, somebody in the company and here in Valley Stream, perhaps, maybe does not know the most recent information that may be available. I guess my position is, how do we know? How do you know that what you are developing is actually getting into the hands of those people, and do we have a mechanism to check?

Dr. SNELL. Congressman, I have to be very candid. I do not believe much of our technical product gets to the hands of the local volunteers.

Mr. McGRATH. I do not mean that. I do not mean the actual results of tests, I am talking about the recommendation or recommendations that may come as a result of those tests?

Dr. SNELL. Well, even then. Even then, you see the central focus of our efforts in understanding fire phenomenon and being able to predict and simulate these events of toxicity, and so forth, is in developing tools that are of greatest need now by the designer and the fire service organizations throughout, and I am not surprised that many of the fire service professional and volunteers at the local level do not know that a Center for Fire Research exists, because very little of what we do is affecting the problem that they are addressing today, albeit it with a mask, or with their gear, the turn-out gear, or the effectiveness of some of the tools that they use. We are very concerned about that feedback, though.

In addition to several of the avenues that I mentioned earlier for getting feedback on needs as well as the effectiveness of our work, we have opened up discussions with both the Fire Administration and the NFPA, and a number of the fire service organizations to identify other means that we could use to improve these communications. In the past, quite candidly, they were very poor. We lived and worked in totally separate worlds. There was as recently as 5 years ago, I think, there was probably no effective communications between many fire service organizations and the fire research community. So we have a very long way to go, and on our limited resources, the principle emphasis has been on getting the research and knowledge base first to disseminate, and now we are beginning to address our attention to getting those or getting that new knowledge out.

Mr. McGRATH. I raise Hell with my brother a lot of the times, because I believe in some cases, that when you see as many as

10,000 runs a year in the South Bronx where he was, sometimes you become a little bit careless, and maybe you do not wear your turn-out coat, maybe you do not wear that mask when you go into a building and the effort ought to be on somebody's part to make sure that they understand that when they do not do something like this, that they are endangering not only their own life, but the lives of others as well.

You mentioned, and so did Fred, something that is somewhat troublesome to me, and I frankly want to get it cleared up before there is any general opinion here that will be lessening safety standards. And that is in the area of assessing tradeoffs between types of fire prevention activity. You have a program called the Fire Safety Evaluation System, or something like that, and I understand it has led to savings in the building industry, I am just wanting to be assured that it is not lessening fire prevention standards, or fire safety standards?

Dr. SNELL. We share, I very much share that concern. We are doing everything we possibly can to see that it does not. Indeed, that is what is motivating a great deal of our research. The problem that the code of a fire offical faces now in looking at a new technology, for example, the residential sprinkler is a case in point, is a very difficult one. What means does he have available to tell what the trade is going to be? Adding a sprinkler and reducing the compartmentation or self-closing doors or what have you? Many feel that no such tradeoffs should be made. To resolve those disputes, we need a means, tools, for evaluating in quantitative terms and estimating exactly what the effects would be on. Smoke propagation, on fire development, access or escape routes and means of effective rescue. Those are precisely the tools that are in the development stage right now. They are computer vased simulation models that provide quantitative means to answer precisely those types of questions. They have not existed in the past, so the short answer to your question is, we are devoting a great deal of our resources to development of precisely the tools needed to make those tradeoffs so that we get increased safety, more losses, but also more economic. Because the burden, the total cost of fire on society itself is a significant burden.

Mr. McGRATH. Thank you very much, Dr. Snell.

Mr. WALGREN. Would the gentlemen yield? The when, when do you think, you know, we are always in the position of saying a little bit further down the road there is going to be something that really is significant in this computer modeling area. Can you tell us when you expect to be able to deliver to the Fire Administration and others interested, the kinds of fire modeling that will enable them to evaluate the difference between a fire compartment being 2-feet shorter or 6-feet longer in terms of the dynamics of the air in that room?

Dr. SNELL. I think the most exciting thing about our results is that when is now. Not for all of it, but for some of it. We can now predict flashover. We can now predict effectively the time for smoke filling, the time to hazardous conditions from smoke within buildings of limited scale and complexity. Yes, these are first steps, but it is a crawl, walk, and run environment that we are working on and those capabilities exist today.

In the national, we introduced as the testimony indicates at the NFPA annual meeting in New Orleans last month, some computer based tools and some simple hand calculation estimating methods that can be used now to greatly narrow the scope of concern and confusion over smoke toxicity to focus attention on those aspects of it that really warrant our collective concern.

Mr. WALGREN. Now, that was just a smoke toxicity, is that right?

Dr. SNELL. That begins now, sir?

Mr. WALGREN. That was focused on toxicity?

Dr. SNELL. That was focused largely on toxicity, yes. But seeing that is the smoke that kills most fire victims, we think that is clearly the most important place to begin.

Mr. WALGREN. Yes. How soon are these graphic displays coming along? Because your point that you made well that we do not think it can happen to us and we do not really project the reality of how fast a fire develops and how immediately it becomes for all practical purposes fatal. How soon are these graphic displays coming along so that we can take them to nursing homes, well, maybe that is not the place you want to take them, but to schools, in any event, to try to get some reality realization in people?

Dr. SNELL. That depends, of course, on the level of sophistication and so on. We got an early version of this on display in the exhibition in New Orleans, one from the response that we got, it was very effective in communicating a sense of the rate of development of life-threatening conditions. We are not professionals or classy computer graphics. There are many people that are. Through the laboratory facilities of the U.S. Fire Administration and other means exist to begin converting some of our research based tools into such final products now. We have begun those discussions. I would see early versions of such computer based models on Finchley personal type computers within the next, beginning within the next year or 2 years. In a primitive form, they can begin this year. It is a question of picking it up and running with it.

Mr. WALGREN. Well, we think that you can make a tremendous contribution to that, and I look forward to trying to encourage others to appreciate what you can contribute.

I noticed in your testimony you talk about the fire modeling on a health facility. We just closed in Alleghaney County, we closed about a 10-story skilled nursing home facility, a county home for the aged, a 2,000-bed unit, 2,500-bed unit; it was closed really because we could not meet the fire code, and I do not really know what the fire code was when that building was built, but it reminds you of a regular high-rise. The cost to bring that building up to a present fire code structure was so much that they simply had to abandon its use and build a whole new system of nursing homes.

I notice you say that you saved $11, or $4 out of $11 million of compliance cost in a health-related facility. Boy, if we can really show that we can save those kinds of dollars by this kind of modeling which was not available to us when we closed that facility and walked away from a major taxpayer investment that was made not more than 10 years previously, because we could not make it conform to the fire code. You have got your hands on saving an awful lot of tax money, so I hope that others realize that as well.

Well, thank you very much for your testimony. We thank you very much for coming and look forward to pursuing you and pursuing the administration along these lines.

Dr. SNELL. I look forward to that pursuit very much. Thank you, sir.

Mr. WALGREN. The next witness is Pamela McLaughlin, the founder of the National Firehawk Foundation. We appreciate your being here. Welcome to the committee and we look forward to your presentation.

Ms. MCLAUGHLIN. First of all, I wanted to thank Mr. Walgren very much for the opportunity to testify before the subcommittee today.

Mr. WALGREN. Let me ask you to speak up because I know that these folks are not going to be able to hear and in fact, I am beginning to wonder if we ought to turn the witnesses around so that they can at least face sideways to the folks in the room, but do really try to project.

Ms. MCLAUGHLIN. All right. I am founder and chair of the board at the National Firehawk Foundation. On behalf of my associate, Dr. Jessica Gaynor, and the Firehawk volunteers, children and parents, our program represents across this country, I would like to thank this committee for providing the opportunity to speak today. I will begin by telling you a little bit about the background of our community volunteer program and the area of child firesetting.

Mr. WALGREN. Tell you what, let us try one thing?

Ms. MCLAUGHLIN. Do you want, I could talk into a microphone if you have one?

Mr. WALGREN. Is there a mike on that podium? OK. I was going to suggest the other thing we could do is that if you would take one of the end chairs and swing it around to the end of that table and if the folks over on this side would just slide that way, you can talk to both of us and not have your back to anybody.

Ms. MCLAUGHLIN. It is never a good idea to have your back to someone.

Mr. WALGREN. And, if they hook up a mike to that lecturn, then that is the right place to be.

Ms. MCLAUGHLIN. OK.

Mr. WALGREN. OK, well, this might work out better, so please proceed.

STATEMENT OF PAMELA McLAUGHLIN, FOUNDER, NATIONAL FIREHAWK FOUNDATION

Ms. MCLAUGHLIN. All right. My name, again, is Pam McLaughlin. I am founder and chair of the board of the National Firehawk Foundation on behalf of my associate, Dr. Jessica Gaynor, and the Firehawk volunteers, children and parents our program represents across the country, I would like to thank this committee for providing this opportunity to speak today.

I will begin by telling you a little bit about the background of our community volunteer program, and the area of child firesetting. I will then discuss how our program interfaces with Federal, State, and local agencies. And finally, I would like to share with you my organization's prospectives on the initiatives.

In the late 1970's, new statistics from the FBI on crime reports showed it up to one-half of all arson fires across the Nation were attributable to children. Furthermore, the majority of these children were found to be fatherless boys with a history of behavior problems, learning disabilities, child abuse, or drug problems. The U.S. Fire Administration responded to this new area of concern by funding the development of various programs aimed at categorizing and treating juvenile firesetters. These programs were to then serve as national models. At the time, I was working as a community volunteer in the San Francisco Fire Department. I saw many children match the statistical description. Little boys like 8-year-old John who had 180 waste campfires in 6 months to protest his parent's divorce. We had 7-year-old Mickey, a learning disabled child arrested for setting his neighbors' back porch on fire. There is another two young boys, one with a learning disability, I felt a personal responsibility to try to find help for these children who I felt could have been my own. Many of these children were already seeing mental health professionals. Their psychologists, psychiatrists, and counselors that I spoke with all said the same thing; that as professionals, they were available perhaps 1 hour a week with the child and that the child could use much more in the way of individual attention.

In addition, there seemed to be a problem at finding low-cost mental health facilities and counseling programs for parents and children of lower incomes.

One day, as I watched my own children playing with the firefighters, I wondered if possibly it might help these little boys to have a firefighter companion who, working with mental health consultants, could possibly provide the role modeling, supervision, fire prevention training, and just plain fun as the children laughed.

In 1980, we received a USFA FEMA 2-year grant to develop and test our idea with the understanding that our work would, if successful, serve as a national model for the treatment of recurrent juvenile firesetters. During that 2-year period, the San Francisco Fire Department interviewed 160 children and with the help of mental health consultants, paired approximately 30 of those children with firefighters.

The program had a profound effect on their lives. The children who were previously perceived by the fire department as a statistical problem became human beings. We went into their houses and saw families where alcoholism, drug abuse, poverty, severe illness, and job losses had devastating effects on children's lives. We decided to take these children into our own homes and introduce them to our own families. We decided that these children were lonely, so we instituted group outings. We decided that our program needed a name, and my son came up with the name "Firehawks."

After 2 years. the program had a 100-percent success rate which maintains to this day in other communities as well as in San Francisco.

In June 1982, our USFA FEMA Federal grant ended, but the program was needed and popular, so the San Francisco Fire Department decided to continue the program using the combination of staff and volunteer time and private donations. Dr. Gaynor and I agreed to stay on as volunteers to help coordinate the program and screen children that would enter the program.

Requests from fire departments and citizens across the country started coming to us increasingly. We did not have any information to give them and we had no distribution mechanism for the fire department to answer these requests, since we worked for 2 years to develop a program that was very popular and successful model in San Francisco, Dr. Jessica Gaynor, Dr. Christopher Hatcher, another psychologist who worked with us; and I in our spare time, decided to write a how-to manual on our 2-year experience which could then be sent in the answer to any request. This manual we also decided, needed to teach some basic nonprofit management skills, which are used to set up and maintain the Firehawk Program, for example, fundraising, public relations, how to build an advisory, community advisory board.

As we became involved with writing the manual, we began to worry about maintaining the quality and integrity of the original pilot program in the new communities. Since we had limited organizational experience, we decided to form an ad hoc committee which could advise us on how to answer these requests and distribute the manual. A number of people, including lawyers, the mothers of former firesetters, fire chiefs, firefighters; agreed to participate on this ad hoc committee. We talked to them on the phone because we did not have the money to get them all together for a meeting. It was a general concensus at this group that a public foundation which turned into the National Firehawk Foundation, be formed, so that this body could raise money to distribute to maintain programs, and also to set and maintain standards so that the quality of the care delivered to these troubled youngsters would be the same as developed in the original program. It was also a concern of this committee and of the advisory board that a communications network between people working in the field be established, and that was one of the purposes of the foundation.

While the foundation was being formed, the number of requests locally and across the country from the program for the program, started to increase dramatically; and these requests started to interfere with my work as vice president in a public relations firm and with Dr. Gaynor's work at the university.

Finally, to be totally frank, I was spending more time trying to run the Firehawk Program than I was in my actual capacity at work. We decided, Dr. Gaynor and I, that to stop work and to try to deal with the number of requests from the mothers and communities around the country for information about the Firehawk program was essential.

For example, we would get requests from people like Detective John Quarner in New Jersey, who tracked down and arrested an 18-year-old boy who was suspected of lighting 32 structure fires in 1 year. This boy perhaps was sexually abused by male family members, possibly his father, needed a thorough psychiatric evaluation and long-term treatment plan unavailable in his area. We had to try to find a psychologist who had some background at child firesetting behavior, and then had to work with the court system in a different State to try to provide some sort of training for people in the court that had to evaluate and sentence this child. And there were many requests from fire departments around the United States that wanted to set up our program, and so we developed standard licensing agreements and sent out these manuals. In the beginning, we were sending out these manuals and we were bagging them ourselves on our dining room tables, and putting them down into the post office ourselves, but things got pretty out of hand, and then we really ended up getting secretarial service, and I think we sent out about 500 manuals in less than a year to different fire departments requesting the program.

We came to the attention of California State Senator William Campbell in November, who is chairman of the Joint Committee on Fire, Police, Emergency and Disaster Services. He asked Dr. Gaynor and I to organize a California State hearing, which was the first in the country, solely on child arson, and this was held in Los Angeles, CA, on November 15, 1983. It was also the hearing that pointed clearly to the need for development of a comprehensive data collection system on juvenile fire setter statistics.

When we established a very rudamentary form of this system in San Francisco to collect data to apply for the USFA grant, our juvenile fire setter statistics rose by 700 percent. When I talked to different communities starting the program now, they have experienced similar discrepancies in statistics.

As a result of the hearing in November, FEMA agreed to fund the $9,000 joint project, the California Fire Marshal's Office and the National Firehawk Foundation to develop a low cost comprehensive statistical gathering system which would be easily distributed to States and to communities. I am talking about perhaps 10 pieces of paper that could be Xeroxed.

Implementation of such a system in communities around the country could establish a real statistical base on the magnitude of child fire setting. It could either rebuke or support the FBI uniform crime report, which right now is the only, only statistic that we have around the country on child fire setting.

Eight months later, there has been no response by FEMA to our repeated verbal and written request for assistance with this study. Meanwhile, in our dining rooms, we are now finding it easier to pile requests into bunches. There is the need for technical assistance, more than a manual can provide. We know that there is a problem, but we do not have any statistics, and there was the no communications network bunch, and there was the "Do we have to turn the childrens records into the authorities?" bunch.

We decided to start development with other model programs which could answer the real people represented in bunches on our dining room tables. We developed, and now I say we, not just Dr. Gaynor and I, but other volunteers across the country as well, the beginnings of a number of model programs which might be solutions to a number of national areas of concern in juvenile arson.

For example, we have noticed that there are wide disparities across the country in the sentencing of juveniles for arson. We are collecting case histories and we are developing a training program for court and custodial personnel on the legal issues concensing the treatment options for juvenile arsonists.

Most importantly, we developed a research design and collected case histories which provide definite indications that untreated child fire setters could come adult arsonists, that often their pact begins because they are having school or emotional problems or learning disabilities, or drug problems, or whatever; that these children are hired by older children who are perhaps criminals that go into a band of buildings and light fires, and that since they have a limited ability as far as getting jobs as they grow up, these children have one career option, and that is to become adult arsonists.

This study, we believe, would have a profound effect in many fields besides the fire service. The insurance industry for example, is deeply concerned about the results of this study.

In February, we discussed our ideas with the senior agency on staff at FEMA, including the general counsel, and they agreed to fund these projects, the California State Fire Marshal's study, the what I call, "the friend of the court" study, and the research project for $9,000 apiece. A purchase order for $9,000 so that we can begin work on the research study for child fire setters to see if they become adult arsonists. It was supposed to be immediately prepared. On the advice of FEMA counsel, George Jett, we were to await a letter attempt from senior agency staff members before forming proposals. We are still waiting after repeated calls and correspondence to this agency.

Meanwhile, we had basically a tiger by the tail. We were two individuals that do have a nonprofit organization. We were trying to fund raise in the private sector for basic operating expenses at the sending out of fairly heavy manuals. We were trying to answer an increasingly large variety of requests, and meanwhile, our early programs that were starting were coming to light with real people, real volunteers, and real children. And these people have their own needs that we were also trying to meet. For example, they started about leadership roles in their own communities, speaking at State conferences and getting resolutions for occasionally reported to State boards, getting accommodations and their own rewards. These coordinators said they felt isolated in their new roles and they wanted some way of communicating with others in their fields. We could not afford conference, so we decided to write and publish a newsletter called the Firehawk Dispatch and we allowed these affiliate coordinators to use our telephone lines to talk with one another. After 1 year, we have approximately 126 affiliates and many more on the drawing board or who would like to have some assistance so that they could start a program like this. We have a variety of different types who serve within the basic program, there are different people around the country experimenting with basic community volunteers like ministers who work with the children and we authorize these according to the need and try to follow up on how successful they are.

As far as how we relate to individual Government bodies, local, State, regional; we have thought it was in the best interest of the Firehawk Childrens Program and the children in the communities of America to allow differential governmental bodies to interact in different ways with our program.

In Wisconsin, for example, we have two small towns that run two small affiliates, while in the Commonwealth of Virginia, the programs distributed through the State of Virginia. In New Jersey, we have a number of county bodies that are starting with the program, while in Texas, the small town of Freeport has decided to form the Firehawk Association which will license Firehawk affiliates for the State of Texas and will be responsible entirely for any kind of Firehawk operations in that State.

In regard to our relationship with Federal agencies, we have received no financial assistance or no recognition to date from Federal sources. We have many requests for technical assistance and for our model programs which we do not have the financial resources and time to fulfill. We would welcome Federal help especially from our parent, being the USFA.

I am not a politician, and I am the mother of two boys. I started a program to help troubled children. I definitely do not know the ins and outs of Washington, and I do not know protocol, but what I do know are the faces of the children, parents, and volunteers I have come to represent.

One month ago, I was contacted by sources requesting fire setting records on a little boy I once knew, a 7-year-old named Matthew. The family would prefer that this information not be released.

Legal counsel at FEMA in February agreed to send me a letter which would link our initially federally funded program to the Juvenile Justice Act of 1974 and thus ensure confidentiality of records for children in the program as well as children in any other federally, originally, federally funded child fire setter program. Began to date, we have not received a reply from FEMA to this already drafted letter, and it puts me in a rather difficult position, since these records are in my personal safekeeping.

Two weeks ago, I watched Brian Conner, a 14-year-old, middle class, gifted boy be sentenced to 6 months detention for a first-time arson offense he committed 1 year ago when his family was undergoing severe difficulties. Over 100 miles with his chief's permission to volunteer to testify on the boy's behalf. If he had not testified, Brian's sentence would probably have been more severe. After the sentencing was over, a number of things happened.

The judge and the court who was unfamiliar with child fire setting or the Firehawk Program ordered that the child, Brian, also be put in the care of a Firehawk Program while he was incarcerated or detained, and that furthermore, he would like to help start one in his county.

The court reporter at the trial, after it was over, contacted Lt. Bryant separately, because her child is a recurrent child fire setter, and she did not know that there were any resources in the community. She was in Lieutenant Bryant's neighboring county, and so she has requested that we put her child in his county program.

After the sentencing was over, Brian's parents asked how they could repay us for our help. I mentioned to the friend of the court model program that we asked for payment for so many months ago. I mentioned it because I felt badly about testifying with no training or professional guidance on behalf of this shy man. Mrs. Conner said, "Well, let us just get to work on it ourselves." The next day she donated $250 to establish a fund for the friend of the court program, so that what happened to Brian will not have to happen to other children around the country. Mrs. Conner has also set up appointments to visit judges, public defenders, district attorneys, and legislators in her area to be able to give discussions on what such a program should entail.

In our numerous discussions with FEMA, it has been frequently stated that they cannot favor one program over another, yet it is my understanding that their Juvenile Fire Setter Program originally funded much like ours, developed at approximately the same time as ours in the Los Angeles County area, has been distributed in different manual forms nationwide by this agency for a number of years, and that there are certain USFA contracts awarded for further manual development and technical assistance workshops. Any grants that our Foundation submits to FEMA USFA, are reviewed by associates or developers of this program.

Because we have so many needs from the community around the country, the national community I will have to say, coming to us, and because we have received no response from FEMA, in the interest of the children that we serve, we recently went over to another agency that deals with juvenile justice issues and they were very interested in becoming involved with the issue. There are a number of concerns that they had won, that they did not steal the issue, so to speak, from another Federal agency, and that if they did get involved in this juvenile fire setter issue, that they would first basically have to take an inventory or analyzing review existing programs, and that they would evaluate these programs at the earliest in the 1985, with the 1985 budget. After they finished a review of the existing programs, and I believe that maybe I have half of them in the country and FEMA has the Los Angeles County program, and perhaps the same number; that then they would write a manual on different programs, juvenile fire setter programs, that they could then distribute to the communities around the country. To me, this seems a little redundant and I do become impatient, because I have to go home to people that are in very critical need of help now.

I think I speak for Dr. Gaynor as well as myself when I say the last year is going to be the hardest and the most rewarding of our lives. When we accepted the $32,000 research and development grant from the USFA FEMA 4 years ago, we also, and I believe also along FEMA USFA; accepted the responsibility that if the program was successful, to make sure that the program got to the people it was developed to serve, the children in the communities of America.

Dr. Gaynor and I at least stand by this commitment, and I would have to say that in the last few months as we watched delays at FEMA USFA, affect the lives of individual children we know that on behalf of Matthew and Brian, and the Conners family, we ask that this not continue.

Now, we have been asked, I have been asked to make some comments on our program. I have probably gone over my time. Yes?

Mr. WALGREN. Maybe in the interest of time, and it is a quarter to 12; we do have your written statements on the comments on the FEMA volunteer program, and I think they do stand by themselves.

Ms. MCLAUGHLIN. All right.

Mr. WALGREN. And, I think you have given us a very good description of the problem and perspective you have on the other aspect of this, from this, you know, from my own personal exposure to this, it is hard to be able to make some of the judgments that I know you would like to be made. But I think perhaps on behalf of Mr. McGrath, we can certainly assure you that we will take an interest in that program and FEMA's relationship to it, and perhaps through the committee staff, we can at least facilitate some communication that seems to be lacking, and see if we cannot be helpful to you. You certainly have identified a need that is obviously responded to the initial efforts that have been made by you and by your organization, and we certainly would like to see that need met.

Ms. McLaughlin. Thank you very much. One last thing; I have with me today some letters that come from individual fire departments and people in the country who are requesting information on grant application deadlines, positions on local and national task force regarding the community volunteer program, and I do not know the procedure for this on how to apply for community volunteer funds to tell these people? I would like to present these to the subcommittee and then they can,

Mr. Walgren. Yes; well, we will certainly be able to work with that. Mr. McGrath.

Mr. McGrath. I will ask that the items, the material be submitted for the record?

Mr. Walgren. No objection.

Mr. McGrath. I have, you have answered just about every question that I had delineated, just one was, what is the, I mean, you told us what FEMA was giving you and we understand the position you are in now. What is your total budget, other than funds from the Federal Government? How successful have you been?

Ms. McLaughlin. We have been.

Mr. McGrath. In the outset?

Ms. McLaughlin. We have spent about, this year, about $60,000 to promote the program and to answer requests, and that does not include personal travel expenses, et cetera; things like that. When we originally went to corporations, they gave us a variety of responses saying that we are a local program, it was a national foundation. Or that we were a, went to a local foundation and they said we were a national program.

However, in recent months, we have gotten help as far as material development from Allstate Insurance Co. and a number of insurance companies that are willing to fund on a very small basis, perhaps $500 per affiliate of our local programs, I think that as far as community volunteer programs go, that it takes a certain track record.

For example, the United Way will not fund our program or any other program until it has been in existence for 3 years, so you really have to establish a good track record. If you can hang around that long and establish one, then the corporations do become interested in you.

[The prepared statement of Ms. McLaughlin follows:]

My name is Pamela McLaughlin. I am founder and chair of the board of the National Firehawk Foundation. On behalf of my associate, Dr. Jessica Gaynor, and the Firehawk volunteers, children and parents our program represents across the country, I would like to thank this committee for providing the opportunity to speak today.

I will begin by telling you a little about the background of our commmunity volunteer program and the area of child firesetting. I will then discuss how our program interfaces with federal, state and local agencies. Finally, I would like to share with you my organization's perspective on the FEMA initiative.

In the late 1970's, new statistics from the FBI Uniform Crime Report showed that up to one-half of all arson fires across the nation were attibutable to children. Furthermore, the majority of these children were found to be fatherless boys with a history of behavior problems, learning disabilities or child abuse.

The U. S. Fire Administration responded to this new area of concern by funding the development of various programs aimed at categorizing and treating juvenile firesetters. These programs were to then serve as national models.

At the time, I was working as a community volunteer in the San Francisco Fire Department. I saw many children who matched the statistical description. Little boys like 8 year old John who lit 180 waste can fires in six months to protest his parents' divorce, or like 7 year old Mickey -- a learning-disabled child arrested for setting a neighbor's back porch on fire. As the mother of two young boys -- one with a learning disability, I felt a personal responsibility to try and find help for these children who I felt could have been my own ¶ Many of these children already were seeing mental health professionals. Their psychgologists, psychiatrists and counselors I spoke with all said the same thing -- that as professioanls they were available perhaps one hour a week for the child, and that the child could use much more in the way of individual attention.

One day, as I watched my own children playing with the firefighters, I wondered if possibly it might help these litte boys to have a firefighter companion who could provide the role modeling, supervision, fire prevention training and just plain fun these children lacked.

We called the U. S. Fire Administration, whose representatives said they were currently looking for low-cost effective "treatment" programs for recurrent juvenile firesetters.

In 1980, we recieved a USFA/FEMA two-year grant to develop and test our idea, with the understanding that our work would, if successful, serve as a national model for the treatment of recurrent juvenile firesetters. During that two-year period, we interviewed 160 children and with the help of mental health consultants we paired approximately 30 of these children with firefighters. We formed an advisory board of firefighter volunteers and youth-serving referral agencies. We conducted a public information campaign and developed a firefighter volunteer screening and training workshop. We received $8,000 in private donations.

The program had a profound affect on our lives. The children who previously were perceived by the fire department as statistical problems became human beings. We went into their houses and saw families where acoholism, drug abuse, proverty, severe illness, and job loss had devasting affects on children's lives. We decided to take these children into our own homes and introduce them to our own families. We decided that these children were lonely so we instituted group outings. We decided that our program needed a name, and my learning-disabled son came up with the name Firehawks.

After two years the program had a 100% success rate which it maintains to this day. In June of 1982, our USFA/FEMA federal grant ended -- but the program was needed and popular, so the San Francisco Fire Department decided to continue the program using a combination of staff and volunteer time and private donations.

Requests from fire departments and citizens around the country started filtering in about how to set up a similar program. It seemed logical for Dr. Gaynor, Dr. Christopher Hatcher, and me in our spare time to write a how-to manual on our two-year experience which could be sent in answer to these requests.

As we wrote the manual, we decided that besides the core program on evaluating child firesetters and pairing them with firefighter volunteers, interested fire departments and community organizations would have to learn about basic non-profit management skills like fund-raising, workshop planning, community relations, building an advisory board, etc., in order to set up and maintain a Firehawk program.

As we wrote these additional chapters, we began to worry about maintaining the quality and integrity of the original pilot program in new communities. Since we had limited organizational experience, we decided to form an ad hoc committee which could advise us on how to answer the requests. This committee grew in the coming year to include burn doctors, lawyers, many members of the fire service from fire chiefs to firefighters, psychologists, politicians and mothers of child firesetters. It was the general consensus of this ad hoc group, which is now the Advisory Board of the National Firehawk Foundation, that a public foundation be formed which could raise money, set and maintain standards, and serve as a communications network for the program.

While the foundation was in formation, the number of requests started to escalate dramatically. These requests for assistance became increasingly obtrusive in my new job, and in Dr. Gaynor's work at her university. Finally, we stopped work, set up offices in our dining rooms, and tried to cope with the avalanche of needs for assistance.

Requests for assistance from people like Det. John Porter in Deptford, New Jersey, who had tracked down and arrested an 18 year old boy who is suspected of lighting 32 structure fires in one year. This boy, perhaps sexually abused by male family members, needed a thorough psychiatric evaluation and long-term treatment plan unavailable in his area.

And like Linda Schuster in Barstow, California, whose friend's child has lit numerous fires and now faces the possibility that the unevaluated child might be placed in a foster home.

And like Ms. Sherrie Taylor, Public Information Officer of Freeport, Texas, who saw a local need for the Firehawk Children's Program and wanted it for her community. The demand for assistance was so great that California State Senator William Campbell, Chairman, Joint Committee on Fire, Police, Emergency & Disaster Services asked Dr. Gaynor and me to organize a California State Hearing on child arson which was held in Los Angeles, California, on November 15, 1983. Results of the hearing pointed clearly to the need for development of a comprehensive data collection system on juvenile firesetter statistics. When we established such a system in San Francisco, our juvenile firesetter statistics rose by 700%.

Meanwhile, in our dining rooms, we were now finding it easier to pile the requests into bunches. There was the "need technical assistance more than the manual can provide" bunch. There was the "help my son or client who's been arrested for arson" bunch. There was the "I am an adult arsonist; help me before I strike again bunch". There was the "we know there's a problem, but we don't have any statistics" bunch. There was the "no communications network" bunch, and there was the "do we have to turn the children's records over to the authorities?" bunch.

We decided in our spare time to start development of model programs which could answer the needs of the real people represented in bunches on our dining room tables. We developed as volunteers a number of model programs which might be solutions to a number of national areas of concern in juvenile arson. We intend to seek funding to pilot-test these programs in communities and then make them available to the rest of the country.

Our early affiliates were now starting to develop leadership roles in their communities. They started to speak at conferences, receive awards, appear in the local media, and get commendations from local political entities. These affiliate coordinators said they felt isolated in their new roles. We couldn't afford a conference so, in our spare time, we wrote and published a newsletter, the Firehawk Dispatch, and we allowed these affiliate coordinators to use our phone lines to talk to one another.

After one year, we have approximately 126 affiliates with many more on the drawing board.

Firehawk Affiliates are encouraged to use individual initiative and creativity to expand the horizons of the national program. Thus, Hutchison, Kansas Fire Department is testing the use of ministers, coordinated by the fire department, to work with child firesetters. And Prince Goeges County, Maryland, is using women firefighters to work with the rare female firesetter. Roanoke, Virginia fire department would like to rehabilitate child arsonsists accused of manslaughter. Other Affiliates are experimenting with video tape training films, writing new chapters in the manual and developing educational materials which can be distributed to affiliates around the country.

We have used this same "individual initiative" philosophy when determining how to work with local, regional and state governmental agencies and community organizations. For example, in Wisconsin we have two small towns running two small affiliates. On the other hand, in the Commonweath of Virginia, the Firehawk Children's Program is distributed through the state. In New Jersey, we have approximately five counties running or starting programs. While in Texas, a small fire department has just formed its own non-profit Firehawk Association which will represent all programs in the state of Texas. In Colorado, a non-profit volunteer organization will administer the program for the local fire departments. In Montana, an affiliate is being started by a firefighter volunteer who happens to be a member of their House of Representatives. In San Francisco, we keep the books for private donations received by the San Francisco Fire Department program. In regard to our relationship with federal agencies, we have received no financial assistance or recognition to date from federal sources. We have many requests for technical assistance and for our model programs which we do not have the financial resources and time to fulfill. We would have and would welcome this help.

I am not a politician. I am the mother of two boys, and I started a program to help troubled children. I do not know the ins and outs of Washington. I do not know protocol. What I do know are the faces of the children, parents and volunteers I have come to represent.

Two weeks ago, I watched Bryan Connor a 14-year-old, middle-class, gifted boy be sentenced to six months detention for a first-time arson offense, he committed a year ago when his family was undergoing severe difficulties. With me was a black firefighter who had driven over 100 miles with his chief's permission to volunteer to testify on the boy's behalf. If he had not testified, Bryan's sentence would probably have been more severe. After the sentencing was over, Bryan's parents asked how *they could repay us for our help.* I mentioned the friend-of-the-court model program we would like to develop and test. I mentioned it because I felt badly testifying with no training or professional guidance on behalf of this young man. Mrs. Connor said, "Well, let's just get to work ourselves." The next day she donated $250.00 to establish a fund for the friend-of-the-court program so that what happened to Bryan will not happen to other children around the country. Mrs. Connor has also set up appointments to visit judges, public defenders, district attorneys and legislators to begin discussions on what such a program should entail.

Corporations too are beginning to lend their help. An insurance company is producing brochures, fact sheets, and a community action film. Others are starting to give small local grants to affiliates, others are teaching us how to reduce operational costs and the basic business management skills we need to know.

I think I speak for Dr. Gaynor as well as myself when I say the last year has been the hardest and most rewarding of our lives. When we accepted that $32,000 research and development grant from the USFA/FEMA four years ago, we also accepted the responsibility if the program was successful to make sure we got to the people it was developed to serve -- the children and communities of America. Dr. Gaynor and I stand by this commitment and now so do many others. I am proud of the time, initiative, commitment and support our volunteers, parents, contributors and advisors have demonstrated in the past year. For without their dedication and volunteer spirit the Firehawk Children's Program would never have been able to help so many.

Now, as far as our perspective on the Community Volunteer Program is concerned, I have the following comments:

1. Fire Departments traditionally are allocated less funding than their brothers in police departments. They are untrained to solicit private donations. Special interest groups often offer funding which could compromise fire department positions which influence public safety. The USFA has a notoriously small budget for fire programs.

In the five years I have been associated with the fire service, I personally have seen what I call the barroom brawl that is fire politics today. I believe that the increasing intensity of this political infighting is a result of the lack of resources available to the fire service.

The Community Volunteer Program could serve a useful function if the program works to strengthen and support our fire service. As an example, I would like to cite our own community volunteer program. The Firehawk Program has been designed to bring private funding into departments, to bring new sources of volunteers and community advisors into fire departments and to bring technical assistance and management skills into fire departments.

If the Community Volunteer Program provides funding and support for the experts in fire prevention, our firefighters, then the program will serve a valuable function.

2. As the founder of what now is a national community volunteer organization, I would like some assurance that others in "my boat" do not have to go through what Dr. Gaynor, our volunteers and I have experienced in the past year. We believe young programs are very similar to children. They have to be taught over an extended *period of time how to take care of themselves. Without financial assistance or the* technical skills such as grant writing and business management, these programs will face a rough road. This road could be avoided if community volunteer programs selected for funding received adequate training while they are developing their programs.

3. Some community volunteer programs, if successful, will develop like our program did -- far beyond anyone's expectations. Are federal and state agencies or private concerns ready to take responsibility for the distribution of a pilot program demanded by communities across the country?

4. Finally, there are the issues of duplication of effort, strengthening of existing programs and how public information regarding application for the grants will be distributed throughout community volunteer states. I would like to use as an example of existing community volunteeer efforts a fellow California program developed by the Department of State Forestry a few years ago. This program, entitled Volunteers in Prevention (VIPs), uses community volunteers in conjunction with fire departments in, I believe, eight counties in my state. Volunteers are trained by the California State Department of Forestry to work in the schools and carry various fire prevention programs to their communites. The Department of Forestry contributes ongoing funding for staff coordination of this program, while volunteers also work to solicit private donations. I recently was contacted by one of these programs in regard to establishing a Firehawk Affiliate as part of thier activities. With the expanded nature of this additional component, they were interested in applying for Community Volunteer program funding. They have heard of Community Volunteer Program funding but do not know the proper process or grant deadlines application procedures and guidelines for this program. They have much experience to offer, not only as volunteers in fire prevention activities, but also in the creation and maintenance of basically a non-profit organization. Their hands-on experience accumulated by, I believe, thousands of volunteers throughout the state of California might be molded into the national and California state community volunteer programs so that our federal tax dollars are used with economy and maximum value to our citizens.

In closing, I would like to thank the Subcommittee on Science, Research and Technology of the Committee on Science and Technology for the opportunity of speaking today. I hope that ideas that I have shared with you, our personal experiences and the experiences of Firehawk volunteers, parents, and children will be of use to your committee and provide some support and advice to other community volunteer programs. Thank you for your time.

Mr. McGRATH. Well, thank you very much, Mr. Mc[illegible]ghlin.

Mr. WALGREN. Thank you very much for your testimony, and we look forward to working on that area with you, and we will certainly be in touch with you, so do not feel that you will lose touch.

The next group of witnesses are, you know, sometimes when we hold these hearings, and I apologize for not doing it in this one; we often try to reverse the witnesses and have the locals first, so the Federal people we know will be there and attentively listening. In view of the time that we have gone through, we probably should have done that in the first place.

I want you to know that we are at your disposal here, and we are not in any hurry on time, so we want to hear the local witnesses fully.

We have grouped you into two panels, and why do not I ask Mr. McGrath to call the panels, and introduce you formally for the record?

Mr. McGRATH. Well, thank you, Mr. Chairman. I am delighted to introduce you to these panels, they are representatives of the volunteer fire community and the coordination community of fire services here in Nassau County, a group of individuals representing volunteer departments, organizations, and chiefs, and firefighters and others; in the education and the prevention and the actual putting out of fires in our community. I do not think that they have to stand second to anybody in this country in reputation or dedication towards the saving of lives and property. By the way, I mentioned this to Congressman Walgren before; it is estimated, and it is an estimate that is old, so it is probably a lot more true today than it was some years back, that the volunteer fire service in New York State saves the taxpayer approximately $1 billion. That is money that would necessarily have to be paid in order to protect the lives and property of our people, had it been a paid professional fire service. So you will be talking to and listening to members of our community who have volunteered their efforts for as much as 30 or more years. So you can imagine the financial and emotional expense that they have made on behalf of our community. I am delighted to ask Anthony Messina, the commissioner of the Bellmore Fire District and past chairman of the Nassau County Fire Commission, to come forward, and Joe Boslet the fire marshal of Nassau County; Arthur Scott, the secretary of the fire chiefs of Nassau County; and Anthony Granito, the superintendent of the fire program at the Nassau County Fire Service Academy. I wish we had enough time today in order to go out and see the fine facility that we have there in Bethpage that all of our volunteers are required to attend prior to being a certified volunteer here in Nassau County.

With that, gentlemen, I know that you all have testimony. I do not know how exactly we are going to work this out, but why do not you all choose up and see who goes first? I think that probably Fire Marshal Joe Boslet will probably pull rank on all of you. So, go ahead, why do not you go ahead, Joe, and we will take it from there?

STATEMENT OF ANTHONY MESSINA, COMMISSIONER, BELLMORE FIRE DISTRICT; JOE BOSLET, FIRE MARSHAL OF NASSAU COUNTY; ARTHUR SCOTT, SECRETARY, FIRE CHIEFS OF NASSAU COUNTY; ANTHONY GRANITO, SUPERINDENTENT OF FIRE PROGRAMS AT NASSAU COUNTY FIRE SERVICE ACADEMY; HANK GREENSTEIN, FORMER FIRE CHIEF, EAST ROCKAWAY, NY; MICHAEL D. CHIARMONTE, FIRE INSPECTOR, VILLAGE OF LYNBROOK, NY

Mr. Boslet. Well, I think I would rather use the mike.

Mr. Walgren. Can our mikes pick up?

Mr. Boslet. Basically.

Mr. McGrath. Hold on a second, Joe.

Mr. Boslet. I am not going to repeat the present material that we have distributed which is basically the fire losses report for 1983, and the profile of the Nassau County Fire Service. However, I will just mention that they are possibly 280 square miles of Nassau County. There are approximately 1½ million people in Nassau County and there are 10,000 volunteer firemen, which I have spent some 32 years in the volunteer service, and some 21 years in the fire marshal's office.

We are, last year, we had a report of just under 60,000 fire alarms of all types. We had around 7,000 of these were damaged alarms, and we had approximately 118 people apprehended for arson. Of these, 76 were adults, 22 were juveniles, and 20 were referred to parental discipline.

Now, as we probably know, most of these people did not commit their first fire. They might have had many fires before that.

The volunteer fire service is augmented by the full-time staff of the fire marshal, of which we have approximately 50 people that are involved in fire protection or investigation. The rest of our staff is involved in the communication and in the clerical area.

I estimate that the cost to the community is approximately 10 percent to 20 percent of the cost of a paid fire department. In my own community of Syosset, I have estimated that it cost 10 times as much for my police protection as it does for our fire protection. So, if we were to use that as an example, and that is a very good example because a lot of the other communities may be a little higher on their fire protection costs, so I estimate anything from 10 to 20 percent is the cost as against a paid fire department.

However, I would say that with the training center that we have and the fire marshal's staff and the volunteers with their dedication, they are equal to the—that of a paid fire service, in that the insurance rates are comparable for Nassau County with Queens, which has a paid fire department. They are comparable and better than many other areas of the State.

We are quite proud of the volunteer fire service, and we look forward to assistance from the Federal level basically in standards, and in assistance in training. Especially in the Federal Academy.

I have three men that are going to the Federal Academy in this summer. One for 2 weeks, and two others for 4 weeks, so this is on the hasmat courses, which we are very appreciative. The only thing is that we have to wait for quite a while to get into these courses, so there should be some more funding in this area. There are other technical areas that I feel should be addressed.

Basically, my comment on the fire service in our responsibility is arson investigation, inspection, education, and fire communications. In fire prevention, the basic thought is that you have the four "E's" as we call it. Engineering, you design a safe environment; education, you instruct people as to fire safety and you teach them how not to set themselves on fire and how to get out of buildings if they do have fires; we then go into enforcement, which is the appearance tickets, the courts, and the arrests for arson; and as we say when everything else fails, we go to extinguishment, that is when we call the firetrucks and we try to put the fire out.

In my comment on compartmentation; compartmentation has been used for at least 100 years. Basically, that means that you have firewalls, you have fire separation between floors, so the fire does not spread from one place to another.

Fifty years ago, this might have worked quite well. But today, with all of our communications, with all of our need for air-conditioning, for ducts, for the telephones, electric, the plumbing; everything that goes through these walls and these ceilings, the compartmentation today is noways near what it ought to be. It does not stop smoke, and it will not stop fire in many cases. You may build it that way, but it does not stay that way.

Many of our ceilings today are false ceilings, in that they are suspended or drop ceilings. Above these, many times they use these for air handling or air return. There are dampers and so forth, dampers will not stop smoke, and many times when you look above these ceilings, you will find that someone has, subsequent after the building was built has installed a pipe about this size [indicating], and left a hole about that size [indicating]. And, since we have building trades which each one says, "This is not my job," "I break the hole, but somebody else is going to fix it," many times, the man who puts the hole in there walks away and he has done his job, and he has left it that way. No one will ever know the difference until there is a fire or until somebody opens the ceiling.

The compartmentation today is only the first step. The second, of course, is warning, which means smoke detection. And the third, is something to stop the fire, which is sprinklers. I use the expression, "If I were to design an automobile, would I put a horn on it, or would I put brakes, or would I put both?" Basically, the horn is like the fire detection system. It warns you but it does not stop the vehicle, it does not stop the fire. So, you need besides the warning, you need the brakes. So you need the sprinklers.

We are in Nassau County going into a new phase of our fire prevention which was recently passed by our board of supervisors; to require sprinklers in most new construction which would require multiple dwellings and industrial and business buildings, office buildings and so forth, most of which would require to have sprinklers today. Now, this is somewhat in excess of the State code.

However, we feel that this is the way to go, because either you put out the fire or you control the fire in its infancy, or else you call the fire department after it has gotten out of control and you have people hanging out the windows. Now, we do not need that in Nassau County, so we are trying to do this.

I would like to mention something from the Congressman from Pennsylvania. He said that 10 years ago, they designed a nursing home and they built a nursing home. Well, 15 years ago, this county enacted an ordinance requiring sprinklers in all nursing homes, regardless of construction. I do not think we have lost anybody in sprinkler homes except people who have set themselves on fire which has happened. But outside of that, the rest of the occupants have not been damaged. It is hard to protect somebody who sets himself on fire.

We have the record for sprinklers is almost no one gets killed in a sprinkler building. There are some exceptions, there are explosions and so forth, but in normal conditions, sprinklers protect life, and that is what we are basically looking for.

When you look at the loss of life, most of the loss of life is in private dwellings, and the private dwellings, the causes are also complicated by other factors. Age, too old or too young. The second, or the other factor is incapacitated for some reason. Either they are handicapped in some way, or they are incapacitated by alcohol or drugs. This is very, very common among fire deaths. Many smoking fire deaths are also intoxicated smoking fire deaths. This is not published, we, once a person is dead, we try to speak nothing ill of the dead, so we do not publish this; but I have noticed this in the national fire protection reports, they have mentioned this some 8 or 9 years ago. I saw this report of the comparison between fire deaths and intoxicated persons, and there is quite a connection between those.

In our homes, we need some kind of protection in our homes. One of the things, we build our homes today to burn. I could say that the Romans were a lot smarter than us, because 2000 years ago, they used marble and so forth which did not burn. But today, we build, we take our kitchens, we put wood cabinets in it and we put it right over the source of ignition, the stove, and they burn very easily. Now basements, and everybody knows the worst place to have a fire is underneath you; basements are filled with panelling, a lot of which burns very easily. Our livingrooms, we have foam rubber cushions. The old hair cushions, the feathers and hair cushions, they did not burn very fast, but now we have foam rubber, which not only burns, makes toxic gas, but also runs. So, you have a running fire, like a flamboiment would fire when you get foam rubber burning. So we have those where we most likely to be carelessly smoking. And then we have built in devices, so that we build in our television sets we build in our stereos so that we have a fire within that little device, so instead of it smoking and burning in the room, it is built in to the walls, so we have built in fires. So these, our modern homes, have been built to burn.

The best answer to that is smoke detention. Fire losses have been reducing over the last 10 years since we have had more smoke detectors.

I predicted 10 years ago, that if we had smoke detectors in all homes, we could cut our fire deaths in half. I think that that is being a little conservative. I think it has been better than that. Our fire losses in Nassau County last year were 13, this year we have had 1 fire death, a case where we had 7 in one home. But there was no smoke detectors that we found in that building. Last year, we had about 20 some odd, but over the years, the average is around 20. I would say that 20 years ago, we were running something to 39 or 35, so I say we have already cut our losses, our fire deaths in half. If everyone had smoke detectors, I think we would do even more than that. In fact, many cases I do not think the fire department is aware that they have a fire because the person has been alerted by the smoke detector, took care of whatever little thing that was smoldering, that would have probably killed them a ½ hour later, and they do not, the fire department is unaware that they have had a fire prevented. We have some 12,000 homes in Nassau County that are connected by some kind of a fire alarm system to a fire house or to a fire station, or to a central station. This has reduced some, had some good effects but also they have had a greater number of false alarms which our regulations have tended to reduce. False alarms are being reduced right now.

In the educational area, we are trying to educate builders, architects, public officials, the general public, and the firefighters. We are very dependant upon our local fire inspectors, the local fire department and the volunteers making their fire inspection. We make probably 20,000 fire inspection ourselves in the fire marshal's office, and the fire departments probably make another 19,000. At one time, they made two thirds of it, but when I joined the fire department 32 years ago, we had 50 fires in the department, today we have 1,000, so the alarms are so much more that the firefighters do not have that type of time anymore.

As for the trade-offs, I would like to make a comment on trade-offs. Trade-offs, in my opinion, should not come out equal. If I take this out and I put this in, I should not come equal. I should come out ahead, and many times when you require something, you want much better protection, not just equal protection. The economics, some of the economics of sprinklers are defeated by certain other areas. If I put sprinklers in a building and the assessor comes along and says the building is worth more because it has sprinklers, you have put something in it, and my taxes improve, is increased. This is a disincentive. If the water service, the water department says I must pay a stand-by charge because I have a 10-inch connection to my factory, instead of the fire hydrant out in the street, he is now being charged a service for maintaining water to that unit, for that sprinkler system. Even though you may not use it, And if you have a fire, one sprinkler head, two sprinkler heads, three sprinkler heads, will control the fire and you will walk in there as a fireman as I have many times, and you find out that all I need is a booster line to put out the fire under the bench because the sprinkler did not reach, and we were back in 15 minutes. If we had no sprinklers in the building, we may be there all day and we may lose the building. So, and in addition to that, we will use 1 million gallons of water, so, the disincentives are the high charges of water service connection and the tax assessor because the building is worth more because it has better and more equipment in it are disincentives.

The other incentives are the fact that you will get an insurance break in many cases, but this is not enough. Insurance companies are always way behind in the facts. What they do is they wait until 10 years have passed and say, "Oh yeah, I guess we have saved money on that." In industry, you can get a reduction of possibly one tenth of the cost of insurance if you have a fully sprinklered building. I have talked to people where the going rate was something like 35 cents per thousand, per hundred, or whatever it was; and they were charged something like 10 cents, or 5 cents because they had excellent fire protection, sprinklers, a security officer, and so forth, on the premises. And this was the type of incentives.

Now, if I built sprinklers into a multiple dwelling, or into a place of public assembly, they do not have very much experience in this so they do not give you very much. I talked to a man just a week ago and I asked him about his restaurant where he had put sprinklers in a new restaurant he built, and I said, "I think you would probably have that paid for in about 5 years." He said, "No. Two and a half years." In other words, after that, the cost of the sprinklers are paid for by the reduction in the insurance.

Now, insurance companies will be a long time catching up with this, but basically I believe that we must put sprinklers in buildings, we must put them in homes, we must have smoke detection, and I do not think we are going to get very far in retrofit on that, but on smoke detection we certainly can. And I would certainly like to see some incentives for providing smoke detection where there were some people who go out of their way to get some incentive such as insulation that they get a certain amount of tax break on. If they were to get the same sort of break, even if it was humanitarian for having smoke detection and so forth in their buildings, I think that it would be a great incentive. And, as I say, I would like to see more emphasis on that, with all due respect to the scientific community which I have high respect for, I say that all smoke is toxic, and I would like to see it reduce the smoke and the toxicity of smoke, but there are so many things that we are not doing that are so very obvious and so established that whether we, no matter what we put into a building someone else can bring in something else, so that the wall covering, the floor covering and so forth is built in, but there is no way to control what is brought into that building. The only way you can control furniture, which is really one of the contributor things; is by the national level. You cannot control it locally. It is built, furniture is built all over, and a lot of it is imported. It has to be controlled at the Federal level to be effective, and that would be for the foam rubber burning, the smoke and so forth of various plastics and things like that. This would have to be addressed at the local, at the Federal level. It cannot be addressed at the local level. Thank you very much.

[The prepared statement of Mr. Boslet follows:]

NASSAU COUNTY PROFILE

NASSAU COUNTY IS COMPRISED OF APPROXIMATELY 280 SQUARE MILES AND IS BORDERED BY QUEENS COUNTY, NEW YORK CITY, ON THE WEST: SUFFOLK COUNTY ON THE EAST: BETWEEN LONG ISLAND SOUND TO THE NORTH AND THE ATLANTIC OCEAN TO THE SOUTH.

NASSAU COUNTY'S CURRENT POPULATION IS APPROXIMATELY 1,500,000 PERSONS. THE COUNTY IS COMPRISED OF THREE TOWNS: HEMPSTEAD, NORTH HEMPSTEAD AND OYSTER BAY; TWO CITIES: GLEN COVE AND LONG BEACH AND SIXTY-FOUR INCORPORATED VILLAGES.

THERE ARE SEVENTY-ONE FIRE DEPARTMENTS AND 10,000 VOLUNTEER FIREMEN PROTECTING THE COUNTY. THE CITY OF LONG BEACH AND THE VILLAGE OF GARDEN CITY HAVE A SMALL PAID FORCE AUGMENTING THEIR VOLUNTEERS.

THE COUNTY HAS A COUNTYWIDE POLICE DEPARTMENT WITH APPROXIMATELY 3,500 POLICE OFFICERS, THE THIRD LARGEST POLICE DEPARTMENT IN NEW YORK STATE. IN ADDITION, THE CITIES OF GLEN COVE AND LONG BEACH AND SEVERAL OF THE INCORPORATED VILLAGES MAINTAIN THEIR OWN VILLAGE DEPARTMENTS.

IN 1938, THE NASSAU COUNTY CHARTER ESTABLISHED THE NASSAU COUNTY FIRE COMMISSION AND THE OFFICE OF THE NASSAU COUNTY FIRE MARSHAL. IT IS THE DUTY OF THE FIRE MARSHAL TO INVESTIGATE IN COOPERATION WITH THE POLICE DEPARTMENT ALL CASES OF SUSPECTED ARSON. THIS HAS BEEN STANDARD PROCEDURE IN NASSAU COUNTY SINCE 1939. DURING THOSE YEARS, THE NASSAU COUNTY POLICE AND THE NASSAU COUNTY FIRE MARSHAL'S OFFICE HAVE BEEN MOST SUCCESSFUL IN INVESTIGATING AND PROSECUTING THE CRIME OF ARSON.

DURING 1983, THE SEVENTY-ONE FIRE DEPARTMENTS IN NASSAU COUNTY RESPONDED TO A TOTAL OF 58,424 ALARMS OF ALL TYPES. PROPERTY DAMAGE OCCURRED IN 7,060 OF THESE. THERE WERE 584 FIRES OF INCENDIARY ORIGIN in 1983. IN ADDITION, THERE WERE 971 INVESTIGATIONS WHICH RESULTED IN 76 ADULT ARRESTS AND 22 JUVENILE ARRESTS, A TOTAL OF 98 FOR THE YEAR. ALSO, 20 CASES OF YOUNG JUVENILES WERE REFERRED TO THEIR PARENTS FOR DISCIPLINE.

IT IS THE RESPONSIBILITY OF THE FIRE CHIEF OF EACH FIRE DEPARTMENT TO SEE THAT AN INQUIRY IS MADE AT EACH FIRE TO DETERMINE ITS CAUSE AND REPORT IT TO THE FIRE MARSHAL. THIS IS DONE ON A ROUTINE BASIS.

WHEN THE FIRE OFFICER IS UNABLE TO DETERMINE THE CAUSE, A REQUEST FOR AN INVESTIGATION IS MADE TO THE FIRE MARSHAL AND AN INVESTIGATOR IS ASSIGNED BY THE FIRE MARSHAL TO INVESTIGATE THE FIRE, DETERMINE THE CAUSE AND IF ARSON HAS BEEN DETERMINED, TO INITIATE FURTHER INVESTIGATION WITH THE POLICE DEPARTMENT ARSON SQUAD WHO WORK WITH THE FIRE MARSHAL'S INVESTIGATOR. THIS TEAMWORK OF THE FIRE MARSHAL'S INVESTIGATOR AND THE POLICE DETECTIVE HAS BEEN MOST SUCCESSFUL IN APPREHENDING PERPETRATORS.

THE FIRE MARSHAL'S OFFICE HAS BEEN INVOLVED IN INVESTIGATIONS IN COOPERATION WITH OTHER STATES AND WITH FEDERAL AUTHORITIES IN ADDITION TO WORKING IN COOPERATION WITH THE NASSAU COUNTY DISTRICT ATTORNEY'S OFFICE ON THE PROSECUTION OF CASES AND TESTIFYING IN COURT AS TO THE CAUSE OF A FIRE AND THE EVIDENCE THAT HAS BEEN OBTAINED. VARIOUS OTHER AGENCIES ARE INVOLVED SUCH AS THE PROBATION DEPARTMENT AND THE JUVENILE AID BUREAU.

THE NASSAU COUNTY FIRE MARSHAL'S OFFICE IS RECOGNIZED AS A LEADER IN ARSON INVESTIGATION.

AS YOU CAN SEE, THE NASSAU COUNTY VOLUNTEER FIREMEN ARE VERY ACTIVE AND WITH THE EXPERT TRAINING THEY RECEIVE AT THE NASSAU COUNTY FIRE SERVICE ACADEMY, THEIR TRAINING AND SKILLS ARE EQUAL TO MOST PAID FIRE DEPARTMENTS; ALTHOUGH ALL OF THE VOLUNTEERS ARE UNPAID.

THE VOLUNTEER FIRE SERVICE, AUGMENTED BY THE FULL TIME FIRE MARSHAL'S STAFF AND THE VOCATIONAL EDUCATION AND EXTENSION BOARD, WHICH OPERATES THE FIRE SERVICE ACADEMY, PROVIDES A SPECIAL MEASURE OF PROTECTION TO THE RESIDENTS OF NASSAU COUNTY AT A COST WHICH VARIES BETWEEN 10 PERCENT AND 20 PERCENT OF THE COST OF A FULLY PAID FIRE SERVICE.

OUR VOLUNTEER FIREMEN EARN THEIR LIVING DURING THE NORMAL BUSINESS DAY AND ARE NOT AVAILABLE TO MAKE INVESTIGATIONS, EXTENSIVE INSPECTIONS OR TO TESTIFY IN COURT FOR FIRE VIOLATIONS OR ARSON INVESTIGATIONS, THEREFORE; THE FIRE MARSHAL'S OFFICE ASSISTS THE VOLUNTEERS BY ASSUMING THE RESPONSIBILITY FOR INVESTIGATIONS, INSPECTIONS, PROSECUTION OF ARSON AND VIOLATIONS OF THE NASSAU COUNTY FIRE PREVENTION ORDINANCE.

WE LOOK TO THE STATE AND FEDERAL GOVERNMENTS FOR ASSISTANCE IN TRAINING AIDS AND ADVANCED TECHNICAL TRAINING IN AREAS SUCH AS HAZARDOUS MATERIALS HANDLING AND OTHER HIGHLY TECHNICAL FIRE SERVICE TRAINING.

NASSAU COUNTY IS VERY PROUD OF ITS VOLUNTEER FIRE DEPARTMENTS AND WITH JUSTIFICATION, SINCE THE INSURANCE RATES IN NASSAU COUNTY ARE FAVORABLE TO THOSE OF AREAS SERVED BY PAID FIREMEN.

REPORT OF FIRE MARSHAL

The office of Fire Marshal was created by the Nassau County Charter in 1938. The Fire Marshal and his staff provide twenty-four hour service and perform many functions for the seventy-one volunteer fire department in Nassau County.

In 1983, another New York State Model Arson Grant was approved for implementation which covered a six month period, February to July, instead of the original one year program. The total amount of the Grant was $45,064, of which $32,858 was State funded with a local match of $12,206 from the County, as the purchase of radios, pager rentals and out-of-State training were 50 percent funded. The final amount received from the State was $26,598.67, with a local match of $7,810.90, which totaled $34,409.57.

The Grant provided funds for the rental of fifteen pagers for two months and for the purchase of new equipment such as mobile radios, foul weather gear, helmets, firemen's boots, turnout coats, one projector, four Minolta cameras, fourteen rechargeable hand lights, seven vehicle-mounted chargers and one combustible gas detector.

Also included in the Grant were funds for in-State and out-of-State training and funds for the purchase of consumable supplies such as film, film processing, guard tape, batteries and glass vials.

In February, an additional Assistant Fire Marshal, Robert J. Doran, was appointed, and Paul S. Casella was appointed as Supervising Fire Inspector.

Six additional Fire Communications Technicians I and one additional part-time Fire Communications Technician I were appointed to the Fire Communications Center during the latter part of the year.

The Fire Marshal and his staff greatly appreciate the cooperation and assistance they have received from each fire department. The Arson Awareness Course given to the fire officers by the Fire Marshal's staff, the Police Department and the Fire Service Academy has contributed much toward the successful prosecution of arson.

FIRE STATISTICS

The Nassau County Fire Prevention Ordinance requires each fire department to report all fires causing property damage and other necessary facts so that a comprehensive study can be made annually reflecting the fire problem in Nassau County.

The following statistics indicate the number of alarms received during the past five years and the estimated damage.

	1983	1982	1981	1980	1979
Total Alarms	* 58,424	57,846	56,162	59,597	54,697
Property Damage	* 7,060	6,990	6,787	6,899	5,572
Grass or No Damage	* 18,245	18,065	17,539	18,448	16,497
Rescue or Emergency	* 29,530	29,239	28,388	29,508	26,625
False Alarms	* 3,772	3,735	3,627	3,935	4,364

The estimated fire loss figures for the past five years are shown below:

	Total	Per Capita
1983	* $35,628,000	$23.75
1982	34,157,629	23.45
1981	33,162,747	22.11
1980	29,338,245	19.56
1979	34,307,337	22.87

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*Projected estimate based on reports received from fire departments to date.

BUREAU OF FIRE INVESTIGATION

One Assistant Fire Marshal In Charge
One Supervising Fire Investigator
Eight Fire Investigators

All fires of an undetermined, suspicious or incendiary nature must be investigated by the Fire Marshal in cooperation with the Police Department, as required by the Nassau County Charter. To allow that cooperation to function as efficiently as possible, the Arson Squad of the Nassau County Police Department is assigned directly to the Fire Marshal's office.

Trained Fire Investigators are available around the clock to promptly respond to the scene of a fire upon receipt of a request from fire or police authorities. All requests are channeled through the Fire Communications Center and the Fire Investigators are in constant contact with the Center by mobile radio and personal pager. In 1983, the Bureau conducted 971 investigations, a large percentage of which were immediate investigations requiring response at other than normal office hours.

The Arson Squad is capably led by Commanding Officer Sergeant Kenneth Krassner with six Detectives and one Police Officer.

During the year, the Fire Marshal's office and the Arson Squad added a new dimension to their investigative units by the inclusion of a Special Agent from the Treasury Department, Bureau of Alcohol, Tobacco and Firearms. Special Agent Michael Galgano was assigned by his agency to the Fire Marshal's office on a full time basis and has become a member of the Arson Task Force Unit specializing in commercial and arson-for-profit fires.

The Fire Investigators are required to attend many inservice training schools and to participate in special courses given at major universities and fire and police academies in order to maintain their high level of training in cause and origin.

During the year, Investigators Tripp, Schweitzer and Lynch attended various arson and arson-for-profit courses at the New York Fire Academy in Montour Falls, New York. Assistant Fire Marshal Doran and Investigator Holmes attended a forty hour course sponsored by the International Association of Arson Investigators and Puma College, Tucson, Arizona. Investigator Holmes also attended the F.B.I. Academy and a specialized accounting course sponsored by the Bureau of Alcohol, Tobacco and Firearms and Post College.

Assistant Fire Marshal Doran was elected President of the International Association of Arson Investigators in 1983 and represented the Fire Marshal's office on a committee to set training standards in an Arson-for-Profit Course given at the Federal Law Enforcement Academy, Glynco, Georgia.

The Fire Marshal's office, the Arson Squad and the Fire Service Academy presented four five-week Arson Awareness Courses to approximately 150 members consisting of fire, police, security and special investigators at the Nassau County Police Academy.

Personnel of the Fire Communications Center assisted the Fire Investigators on several investigations during the past year by providing information via radio after securing it through the use of their computer and other sources. These two groups have worked closely over the years with the common bond being the necessity of communication.

Activities of the Bureau for 1983 are as follows:

Number of Investigations		971
Arrests		118
Adults	76	
Juvenile Aid Bureau	22	
Parental Discipline	20	
Incendiary or Suspicious Fires		584
Undetermined and Accidental Fires		387

During the year, thirteen people lost their lives by fire, the lowest total in the past seven years. This is a credit to the fire service of Nassau County with their excellent training and fire prevention programs. A comparison with previous years is shown below:

1983	1982	1981	1980	1979
13	27	16	19	25

Fire Causes Resulting in Death

Eight males and five females succumbed to fire as the result of the following:

Smoking Materials	2
Electrical	2
Heating Plant	1
Flammable Liquids	2
Incendiary	3
Undetermined	2
Self-Immolation	1

BUREAU OF FIRE PREVENTION

One Assistant Fire Marshal in Charge of General Inspection, School Institutional and Fire Safety Education Divisions
Three Supervising Fire Inspectors
Twelve Fire Inspectors

One Assistant Fire Marshal in Charge of Industrial and Permit Divisions
Nine Fire Inspectors
One Supervising Fire Inspector

The Bureau of Fire Prevention conducts fire safety inspections in the enforcement of the Nassau County Fire Prevention Ordinance. It is comprised of six Divisions that specialize in particular hazards as presented by the occupancy.

Annual Reports of the Divisions are as follows.

General Inspection Division

The General Inspection Division has the responsibility of inspecting all places of public assembly, multiple residences, shopping centers, department stores and mercantile establishments.

Activities for this Division are as follows:

Inspections	-	4,862
Night Safety Inspections	-	70
Tent Permits Issued	-	340
Appearance Tickets	-	121
Plans Reviewed	-	231

Members of this Division reviewed plans for automatic extinguishing systems submitted by architects and builders totaling 177 manhours. All sites were given a field inspection to insure that the work complied with the law.

Holiday inspections were conducted in shopping malls, large department stores and retail stores. Night safety inspections were made at various theatres, discotheques and large restaurants. Appearance Tickets were issued for the usual blocked and locked exit doors and passageways.

A night duty man was assigned to make inspections on weekends.

School Division

The School Division inspects public and private schools, day care center, day camps, nursery schools, colleges and business schools.

Activities of this Division are as follows:

Public School Inspections	-	235
Private & Parochial School Inspections	-	245
Nursery & Day Care Center Inspections	-	239
B.O.C.E.S. Inspections	-	28
College Inspections (226 Buildings on 10 Campuses)	-	226
Reinspections	-	1,772
Total Inspections and Reinspections	-	2,745

The increase in inspections of nursery and day care centers is due to the many new centers opening within the County to allow parents of small children to earn a second income.

The School Division participated in forty-two fire prevention and educational programs which included custodian workshops, school security workshops, assistant fire inspectors' courses, Public Awareness Programs and assisted other Divisions with their programs.

The Division spent 98 hours examining forty-three plans for schools and colleges. This does not include the many hours spent in meeting with architects, engineers and school officials who were concerned about their new construction or renovations.

Members of this Division spent over 600 hours in various areas of training such as the New York State Uniform Fire Prevention and Building Codes, Emergency Response to Hazardous Materials Incidents, Sprinkler Systems and many in-service related training programs.

In addition, members of this Division had to issue Appearance Tickets to four school districts, one college and two private schools for a total of nineteen violations which consisted of locked exit doors, blocked exit doors, storage of gasoline, exit lights not working, emergency lights not working and a missing fire extinguisher.

Institutional Division

The Institutional Division is responsible for the inspection of twenty-five hospitals, fifty nursing homes and health-related facilities, the County Correctional Facility, the Juvenile Detention Center and some twenty-five community residences for mentally and physically handicapped adults.

Monthly fire drills are conducted at the Patterson Home, Nassau County Medical Center, County Correctional Facility and the Juvenile Detention Center.

South Nassau Communities Hospital opened its new Psychiatric Wing addition and is now working on renovations. Community Hospital at Glen Cove is finishing its new construction and renovation work to correct deficiences. Renovations at Syosset Hospital and the North Shore Hospital are progressing and have been completed at Nassau Hospital. Hempstead General Hospital added a wing for X-Ray and C.A.T. scan and storage areas. Central General Hospital completed work on enlarging its Emergency Room, Laboratories and Physical Therapy areas. Massapequa General Hospital expanded its facilities by utilizing an existing supermarket building on its property for storage and office space. St. Francis Hospital also made renovations and additions. South Oaks Hospital has submitted plans for a new building.

The Presbyterian Home has submitted plans for some renovations and a covered walkway with garage doors in the center to allow for passage of fire trucks into a courtyard between buildings.

The Nassau County Correctional Facility added eighty dormitory type beds by building two buildings in courtyards inside the complex. These areas are protected by a unique type of dry sprinkler system which sounds an alarm when the air is released and the guards turn on the water if there is a fire. This was a system suggested by this office to overcome the objections to a sprinkler because of fear of malicious setting off of sprinkler heads.

The Glen Garriff Nursing Home and Health Related Facility has begun new construction and renovation to a mansion on its property to provide additional beds.

The Westbury Home for Adults recently completed an additional wing to its facility. The old Bayville Hospital building is being renovated for use as a community residence for mentally disabled adults by the Cerebral Palsy Foundation.

All of this construction work has kept the staff members busy with plan review, job meetings, consultations and on-site inspections and system tests. Many important fire safety items were corrected prior to and during construction.

Inspections are still in progress in some twenty community residences in the County.

In-service fire safety programs were given to hospital and other health care facilities upon request. Student nurses from S.U.N.Y. at Farmingdale, Nassau Community College, Adelphi and Molloy Colleges, B.O.C.E.S and V.E.E.B. were given four hour programs, including extinguishment of fires and practice of carries. Six programs of actual fire fighting were conducted for hospital personnel. They received training in the proper use of fire extinguishers and standpipe hose lines and actual hands on practice in the pits and the training building.

The safety of patients and staff in our hospitals and nursing homes is greatly enhanced by the training programs given to nurses and other personnel on the proper procedure to follow in the event of a fire or emergency. In reviewing fire reports for other areas of the country that have experienced serious fires resulting in loss of life, it is apparent that the loss of life might have been prevented had the personnel been given training such as is given in Nassau County. With the few small fires this year in Nassau County institutions, it was quite apparent that the training given the staff of these institutions is resulting in greater safety for patients and staff.

The turnover in hospital and institutional personnel and the need for reinforcement of fire safety concepts make it imperative that the fire safety programs be continued, especially on the night shifts when staffing is shortest.

Activities of the Institutional Division are as follows:

Number of Inspections	-	1,322
Plans Reviewed (Hours)	-	56

Training

	Number of Programs	Number of Students
In-service Programs	68	1,820
Student Nurse Programs	20	960
Actual Fire Fighting Programs	6	507

Industrial Division

The Industrial Division inspects industrial occupancies and handles any incidents pertaining to flammable and combustible liquids, liquefied petroleum gas installations, licensing, reviewing plans and issuing Certificates of Fitness.

Many tank installations were done in 1983 since the deadline for replacing tanks over twenty years old will be February 1985. Consequently, an additional burden was placed on this Division since the new installations necessitated field inspections to insure proper installation.

Article III of the Nassau County Fire Prevention Ordinance was modified in August 1983 to provide for identification of fills for product. This was necessary due to the problem of service stations selling kerosene as well as gasoline and putting gasoline in the wrong tank. The required labelling at the fill should prevent further occurrences of this.

In December 1983, a new fee schedule was passed by the Board of Supervisors.

A Hazardous Materials Response Team was established this year. The Division acquired its own vehicle and one Division member works nights each week and is available for emergency response after normal working hours and on weekends. Some necessary equipment for the Haz-Mat response was acquired from several County agencies. In 1983, seventy-five Haz-Mat incidents were responded to from October to the end of the year. Additional training and equipment are needed for the Hazardous Materials Response Team to enhance capabilities of this Team.

The L.P. gas inspection programs continued and there was a high volume of inspections this year. The incidents of overfilling of cylinders seemed to reduce, hopefully as a result of the inspection efforts of members of this Division.

Activities of the Division for 1983 are as follows:

Total Inspections	-	6,639
Tank Tests-Hydrostatic (Locations)	-	331
Petro-Tite Tests	-	140
Hunter Environmental Tests	-	14
Plans Examined	-	905
Plan Hours (Time Required to Examine)	-	425.5
In-Service Training (Manhours)	-	475.25

In addition, the Industrial Division issued the following Permits and Certificates of Fitness:

Tank Test Certificate of Fitness -	23
Tank Installers Licensed -	12
Tank Locations Registered -	171
L.P. Gas Storage Permits -	26
L.P. Truck Permits -	147
L.P. Certificate of Fitness -	205

The total amount of permit fees collected was $10,000.

Also in 1983, eighty-six oil terminals were inspected and twenty-nine extinguishing system tests were witnessed.

Permit and Licensing Division

Article XVII of the Nassau County Fire Prevention Ordinance requires all automatic fire alarm systems in Nassau County to be registered with the Nassau County Fire Marshal and all installers of such systems to be licensed by the Nassau County Fire Marshal.

This Article was adopted on August 11, 1980 and became effective on October 11, 1980, requiring all existing fire alarms to be in compliance and be registered by April 11, 1981.

The total number of automatic fire alarm permits issued to date, by Battalions, is as follows:

First Battalion	-	830
Second Battalion	-	1,184
Third Battalion	-	2,177
Fourth Battalion	-	632
Fifth Battalion	-	2,586
Sixth Battalion	-	1,444
Seventh Battalion	-	449
Eighth Battalion	-	2,074
Ninth Battalion	-	1,556
		12,932

Activities of the Permit Division for 1983 are as follows:

Permits Issued	-	3,490
New Licenses Issued	-	72
License Renewals Issued	-	188

The total amount of Permit Fees collected was $30,555.

Fire Safety Education Division

In 1983, fire safety educational programs and individual advice rendered by this Division reached over 46,000 people. Teaching fire safety and educating the public, from nursery schools to senior citizens, must be a continuous program.

The fire death rate in Nassau County declined 50 percent from 27 fire deaths in 1982 to 13 fire deaths in 1983. We feel that these programs have attributed toward this decline.

The workload of this Division continues to increase as the public becomes more aware of fire and its constant threat.

This Division is constantly creating new programs and booklets geared to the public's need. A new book entitled "Stay Alive" was presented and is now in great demand. It illustrates what to do when fire occurs and until the fire department arrives. The senior citizens received a new book called "Enjoying the Golden Years" featuring pictures and large print for easy understanding and view.

A request by college security and residential aids on fire safety in dormitories was granted and a new book created. The overwhelming demand for the book, "71 Strong," insured a fourth printing. New fire safety programs presented in individual classrooms in which each student is involved keeps this Division very active.

Another accomplishment in 1983 by this Division was the request and granting of proclaiming the month of October as Fire Prevention Month. In the past it was for one week only.

The following list will indicate the number of programs presented during the year:

	Number of Programs
Civic Groups	3
Senior Citizens	22
New York Telephone	4
K-6 Grade	135
Jr. High School	85
Kiwanis	4
Home Health Aids	10
Special Programs	17
Firemanic Organizations	4
Long Island Lighting Company	4
Faculty	1
Nursery School	9

	Number of Programs
Nassau County Medical Center	2
First Aid	4
Adult Organizations	11
Expo 1983	5
Republican Club	2
B.O.C.E.S.	2
College	5
Masons	2
K of C	1
Custodian Workshop	2
Rotary	3
Public Library	3

Fire Communications Center

One Fire and Rescue Services Coordinator In Charge
One Assistant Fire and Rescue Services Coordinator
Six Fire Communications Technicians II
Twenty-one Fire Communications Technicians I
Three Fire Communications Technicians I - Part-time

The Fire Communications Center (FireCom) operates under the direction of the Fire Marshal. It provides the needed dispatch of 911 emergency calls and a dispatch system for numerous fire departments which had previously relied on the Police Department.

The renovation of FireCom was completed during 1983 and in April, the old consoles were shut down and removed and the new ones were activated.

The computer assisted dispatching system was completely updated to reflect the change in fire alerting tone sequences due to the inclusion of new encoding devices in the system.

The new radio tone encoders have made it possible to encode any alerting sequence and several fire departments, notably East Meadow, Farmingdale and Long Beach, have requested that their tone groups be tested from FireCom and listed in FireCom's computer in the event they experience local system failure.

During 1983, FireCom began dispatching for the Bellmore Fire District. The problems were minimal and the system now functions without any trouble. Back up systems for the Lawrence-Cedarhurst and Oceanside Fire Departments were put in place and tested.

Activities of the Fire Communications Center for 1983 are as follows:

Number of Alarms		
Fire Calls	-	11,223
Rescue/Ambulance	-	16,067
Police or Police Ambulance	-	4,549
Utility Calls	-	1,331
Mutual Aid	-	585
Miscellaneous	-	2,537
Total		36,292

Fire Departments Served		
All Alarms (Full Dispatch)	-	32
Backup Service	-	16
Lease Line Service	-	15

Fire-Police Emergency Medical Services Academy
Operated Jointly by the Nassau County Fire Commission
With Four Emergency Medical Services Instructors and
Other Staff Provided by the Nassau County Police Department

The function of the Fire-Police Emergency Medical Services Academy is to train and recertify fire, police and ambulance personnel as Emergency Medical Technicians and Advanced Emergency Medical Technicians.

The staff of the Academy was requested to lecture at various schools, businesses and civic organizations throughout the year.

They spent seventy hours teaching CPR, thirteen hours teaching first aid and gave a First Responder Course at the Garden City Fire Department.

During the months of October and November, the staff spent many hours generating a combined A/E examination for State certification to be given at the County level. Unfortunately, the proposed program did not meet with State approval and they are now using material from this to conduct on-going programs.

During the summer, two training programs were conducted at the Academy for the staff. The first program was on Arrythmia Recognition and was given by Dr. Brody, Medical Director. The second was on Pharmacology, given by a pharmacist at the Nassau County Medical Center.

Through funding made available from the New York State Department of Health, Bureau of Emergency Health SErvices, and the United States Department of Transportation National Highway and Traffic Safety Administration, the Academy was able to reimburse Nassau County in the amount of $34,985 for salaries and equipment. A portion of the total funding received was for six additional EMT classes conducted at the Police Academy for police recruits with the Academy's staff being utilized throughout the courses as Instructors.

The Academy received many new training aids this past year that would allow more students to experience the hands on training that is required. Many other items of equipment were purchased as modern technology made training more realistic.

Activities of the Academy for 1983 are as follows:

Completed Courses - EMT 8
AMT/R 6
AEMT 3 (Class #4976 will test 3/84)
AEMT/R 3

Applications Processed - 944

Course	Notified	Responded	In Class	
EMT	340	193	165	(95 Fire, 8 Police, 62 Other) (113 Passed,2 Failed,65 Dropped)
EMT/R	266	176	158	(105 Fire, 3 Police, 50 Other) (111 Passed,1 Failed,44 Dropped)
AEMT	118	82	72	(43 Fire, 8 Police, 21 Other) (38 Passed,3 Failed,6 Dropped)
AEMT/R	132	83	69	(46 Fire, 1 Police, 22 Other) (40 Passed,18 Failed,18 Dropped)

NCPD In-Service Training - 814 Hours
EMT/R
AEMT/R
CPR
FIRST AID

At the end of the year, the Academy had approximately 180 applications on file for training in both Basic and Refresher Courses.

Mr. McGrath. OK, thank you very much.

Who wants to take the next shot? Do you want to use the mike?

Mr. Messina. I think my mouth is big enough.

Mr. McGrath. Oh, OK.

Mr. Messina. Chairman Walgren and Congressman McGrath, I am here at several levels. Being an active officer of the Association of Fire Districts of the State of New York, Associations of Fire Districts of Nassau County and just finishing a conference with the New York State Association of Fire Chiefs, along with being a Fire Commissioner in the Bellmore Fire District, and that happens to be the community where Marshal Boslet mentions the loss of seven lives; we are involved very much with all of this. Also having had a big input in the State Fire Prevention Control Act, where we made sure that it did not get to a lesser capacity than that of Nassau County. We made sure we maintained that much of a stringency in the law, and being an active director of the Nassau County Vocation Education Extension Board, I am pleased to represent the Nassau County Fire Service at this hearing conducted by the Subcommittee on Science, Research and Technology of the Committee on Science, and Technology here at Mineola.

Before Anthony Granito responds to the questions posed by the subcommittee at this hearing, I would like to briefly address my remarks as to the organization of the fire service in Nassau County, and the specific programs which relate to the fire prevention and the fire prevention education for the general public.

Nassau County is unique inasmuch as it has an urban, suburban, county protection primarily by large, well trained, well equipped volunteer firefighting forces serving 71 separate jurisdictions of the county.

Over the years, the fire service of Nassau County has come to recognize that the responsibility of the various departments is not only to provide fire suppression service, but also to be part of the organization which promotes fire safety education and fire prevention education to the general public.

Nassau County in this area is also unique in that all of the organizations in the county with interest in the fire service and fire education work closely, very closely together to promote countywide programs that provide technical resources, information, and materials for vitally every resident within the county.

At this time, I would like Mr. Anthony Granito, superintendent fire program, Nassau County Fire Service Academy, executive director of the V Board to respond to the questions to be addressed at this hearing concerning FEMA's new community based fire prevention program. Mr. Granito?

Mr. Granito. Well, before I address the specific questions that are posed by the subcommittee, I would like to give just a brief overview of the Nassau County Fire Service Academy, what it is and what it does.

First of all, so there is no misunderstanding as to how the Fire Service Academy in Nassau County is funded, it is funded entirely by county funds. Our operating budget in this fiscal year, and we operate on the calendar fiscal year; is approximately $2.1 million, and of that amount, $1.8 million is spent in fire suppression and emergency medical service training. Approximately $300,000 was spent in the area of public education. We consider ourselves to be a resource to the fire service as well as the citizens of Nassau County. The fire services volunteer. The issues and the constraints placed on the volunteer in terms of the amount of time that they can devote to fire suppression, fire prevention inspection, and fire public education, is extremely limited. We are their resource.

The program that we have developed in Nassau County is hopefully in response to fire service needs as well as the general constituency of Nassau County, the citizens.

The Public Community Action Program that FEMA outlines, is extremely interesting to us. In all candidness I would have to say that as the agency that is primarily responsible for public education along with the fire marshal's office in Nassau County, we knew very little about the program up until several weeks ago. We have a reasonably good idea of how the program would work. Conceptually, we think that it is an excellent idea. We have been working in the area of the involvement of citizens groups and advisory groups for a number of years in Nassau County, and parenthetically, we think the success of many of our public education programs over the years is because of a wide-based community support. I think that we would be very foolish to say that public education is effective only if it is supported by the fire service. Unless the public interest groups and the citizens at large have an understanding of what the fire problem is, and are willing to participate in the program, as soon as the fire service turns its attention to something else, then the effectiveness of that program begins to diminish.

One of the programs that I am personally extremely proud of, and I think Nassau County can compliment itself on its public education program that in the past 4 years we have implemented in this county on a highly active basis. Four years ago, the fire service of Nassau County, all of the major associations and organizations of fire marshal's office, the county chiefs, the County Firemen's Association, and the 71 fire departments, agreed that public education to our schoolchildren was extremely important. And we said as a collective group, that in 3 years we would have a detailed fire prevention curriculum available to every one of the 214,000 schoolchildren in Nassau County, both public and private schools.

The vocational board's responsibility in public education is to support the local fire districts in providing this program, and to date we have approximately 17 full-time and part-time people in the public education program under Chiefs Demonda and Wolff and Mike Gilroy, going out into the schools on a regular basis supporting the program.

The school districts in and of themselves expressed a great deal of interest, and the reason why I am bringing this up is because I think that it goes back to the issue of the community volunteer action program. The school districts were interested in the program, they were certainly supportive of it on paper, but as far as making a commitment of staff, personnel time for training, and the commitment to purchase the material, that was another thing.

The decision of the county fire service and the vocational board was to supply to every school district that wanted to get into the program enough materials to get them started as well as the training of their personnel.

I do not have the exact figures in front of me today, but I would say approximately 80,000 children within the Nassau County public and private school system are currently involved in the program, and I think are on the way of meeting our goal of having direct involvement of every school district in the county.

We think the mechanism for community involvement is already there. If it expressed in terms that the general public will understand. We think that the general public is interested in fire prevention. We think that they are extremely supportive of fire prevention if they are given the facts, and if they are allowed to actively participate.

The community program that FEMA has is a program that can work. It is going to be a major effort on the part of a number of organizations, and we look forward to hopefully implementing a program of that nature in Nassau County, and I might also add with or without FEMA's funding.

We feel our responsibility to the citizens of Nassau County is to provide fire education and one way or another with our own resource or resources that we will go out and garner, we are going to get the job done. And this is not putting FEMA's resolve on the back burner, it is just a statement that we feel very strongly about.

One program area that I would also like to comment on is that for senior citizens. It is interesting that the Nassau County population has almost a split of 230,000 children of school and approximately 214,000 senior citizens, and several months ago the decision was made after reviewing the statistics of the fire marshal's office about injury and death relative to the elderly that we should mount the same type of effort in terms of providing fire prevention education for the senior citizens as we were doing for the school-aged children in the county. The decision was made that to develop a program that we would make available to the 250 senior citizen centers in Nassau County.

The vocational board contacted the emergency management agency in Pennsylvania for a number of reasons. One is because the Pennsylvania Emergency Management Agency had done quite a bit of work in the development of senior citizen programs, so together we went to the Tobacco Institute, who some view in an adversary role, but we view them in sort of a proactive role because they had funds to spend, and because we had a program that needed to implemented. So working together with the State of Pennsylvania, Nassau County and Pennsylvania are collectively putting together a program that we are going to be beginning pilot testing in July of this year, when the program is completed, it will be made available to the Nassau County senior citizens as well as the senior citizens of Pennsylvania. And hopefully, if the program is received well enough, it could have a national impact and be made available throughout the country.

Another area of concern is how does the information from the National Bureau of Standards, from the Center for Fire Research, from the Emergency Management Institute; get disseminated down to the local level? We try to keep on top of fire facts and of fire findings as we like to call them by putting out advisories and technical bulletins on a regular basis. We would also like to think that the Fire Service of Nassau County are probably our most severe critics when it comes to fire service education because they bring ideas, concepts, and concerns to us on a regular basis and we do our best to integrate that information in our training programs, both for the fire service, for the departments that come to the fire academy, in that we train on a regular basis as well as other interested organizations.

Two years ago, our Nassau County Vocational Educational Board petitioned the Emergency Management Institute and said that we felt that we came within the criteria for being considered a metropolitan training region, and that our instructors from the Fire Service Academy and the fire marshal's office should be allowed to attend the EMI program on a regular basis just as other metropolitan areas. This has worked out extremely successfully for us, in fact, this week one of our senior instructors is at EMI attending a hazardous materials and pesticides training program.

What happens with the information that our people get? We try to get involved in the trainer-trainee program and bring our staff back into Nassau County and utilize the techniques, the technology, and the courses that they have attended and reteach them to our own personnel within the county.

One thing that we attempted this year that will hopefully be successful is trying to get the message out to the general population of Nassau County as to what the volunteer fire service is all about. We really need to make our problems better known to the general community. And I think that the easiest way for me to bring you up to date as to that program, was a letter that was sent from my office to Webb Wall of the U.S. Fire Administration which is part of FEMA, earlier this year in February. And the substance of the letter is as follows:

> The retention and the expansion of the volunteer fire service in Nassau County is well throughout the United States is extremely important. The public awareness of the skill, effort, and professionalism of the fire service must be continually reinforced if the excellent volunteer service is to continue. Our premise is that if the general public has a better appreciation for the fire service, financial support, volunteering to join fire departments, and building a positive attitude toward fire prevention, protection and emergency services will be more easily accomplished. Since in many parts of the country, the county is the most recognized governmental unit, a countywide treatment of the subject would be effectively used in most communities.

We ask for FEMA's financial support in helping us fund the development of a video program that could be sent out to the general population of the county to give them an idea of really what they are paying for and what it is all about.

The program was funded in part, by FEMA and funded in part by Nassau County. We have a 15-minute video tape that will be completed in approximately 3 weeks. And this program will be put out to the local cable companies and made available to everyone in the fire departments in Nassau County and they can put their own fire prevention message or tag on it, and what we are attempting to do is let everyone know in Nassau County what the volunteer fire service is, and how it works and how they can support it.

In summary, we are very proud of the fire service in Nassau County. I think a number of people for a number of years have put forth a great effort in making sure that the level protection that we provide to the citizens is on a par with any other part of the country.

Our major emphasis now is not only in the area of fire suppression, that is after the fact. That is almost a recognition of failure so to speak. Our major thrust now are in the area of public education and getting as many people proactively involved in understanding the risks of fire as possible. And, hopefully 3 years from now, we can come back to this subcommittee and report that every senior citizen and every elementary and secondary school child in Nassau County is part of that program. That is our goal.

Mr. McGRATH. Chief?

Mr. SCOTT. Gentlemen, I certainly on behalf of the fire chief's council, I want to thank you for the opportunity to let this other voice regarding this matter before us today. It might be interesting to note that the fire chiefs council of Nassau County has a membership of nearly 1000 past and present chief officers of the 71 autonomous departments in Nassau County. So we have the experience of the old timers, and we have certainly the energies of the encumbent chiefs and so forth, to carry forth the message.

Now, my remarks today will present perhaps a very quick overview of the fire prevention activity which of course Mr. Granito gave a very, very thorough dissertation on what is being done. I might mention in passing in the course of my 30-odd years in the fire service; oh, I will explain. About 38 years in the fire service, is not only been in the case of being a volunteer fireman, or the fire chief in the local community. I have been a professional fireman for the U.S. Government; I have been a chief officer for the metropolitan transportation authority for the State of New York as their aircraft crash and rescue operations supervisor; I have been fortunately, a great deal of experience as a result of my 17 years as the deputy chief instructor of the fire service academy that Mr. Granito and Mr. Messina referred to. What else have I done in my spare time? Oh, yes. I was working for the Federal Government, the Department of Chief of the Naval Reserve Training out of Glenview, Ill. as the general safety officer for the program. Also, I find time to serve as the secretary of the fire chiefs council.

All of these years of experience has quite obviously illustrated to me that the expression, "Ignorance is bliss," meaning that he who does not know is happy about the facts is erroneous.

Too often, the shall we say, the object of the fire chiefs council, which is to promote the science and the fire prevention and firefighting techniques, and so forth, the saving of life and property and what not within the county. This object as we see it here, in Nassau County, is a rather difficult one in turn for the fire department. If it were not for the outside assistance that we are now gaining through the efforts of the V Board and the fire training academy, from the fire prevention side, I think that this county might be somewhat at a total loss.

Please understand that they are 71 autonomous fire departments. There is governing body which oversees the activity and causes them to coordinate, other than mutual assistant programs. Any programs such as fire prevention programs.

Hence, it is the usual practice of the departments in the course of fire prevention week when we feel that that was the week that Mrs. O'Leary's cow kicked over the lantern into the hayloft, or wherever; only then did the fire departments have the energy and the time to go before the public and this redundant message which has been going to them for so and so many years goes off of them like water off of a duck's back.

I say once again, if it was not for the new energies being put forth by that which you have heard from the speakers here, I do not think that our record of saving of lives, if you will, or the lessening of the numbers of fires, would be as effective as it appears to be. That was brought upon just a few seconds ago by Mr. Granito, and that was that on June 7, I received your letter with your cordial invitation asking me to participate and the company one a factsheet, undated, and one, a news release of FEMA dated 1984, lease No. 84-7 which was released on February 2. We, that is members of the council which are well represented by members who are on a law committee are in Albany at least once or more a month in constant contact with our State legislators, have never reported back that such a program as FEMA is presenting, did exist.

Second, when the invitation was received, I made attempts then, if I could learn from FEMA some additional information so that we could have a prepared text to respond to it. And as such, gentlemen, if you will just bear with me for a few seconds, there are several things that I have taken noted on your factsheets, and I would like to cover just a few of them.

Regarding the funding; we understand $1 million, and we understand today 30 percent of it is going somewhere else, so that is $700,000 of which now, $70,000 will go to each of the States. Now, I realize that as Governor of the individual States, each is king in his own realm and he certainly wants his $70,000, even if he only has a small fraction of the population that we have in New York State. I look at other States; Massachusetts, Pennsylvania, Illinois, and California, as examples of States which quite obviously, because of their size and because of the number of people that they have to approach with their program, the amount of moneys that they could expend for that purpose, shall we say would be proportionally more than some of the others that we have here. This is one question that I have as to how it was concluded that each of the States would receive an equal amount?

I might point out now, and it is an important point in my estimation; I say "my," and I am not speaking for all of the 1,000 members; but I wonder why a program that was first developed in the late part of 1983, that it was finally announced on or about the 2d of February, and was turned over, if you will, in total, to the State of New York and the fire officials of the State of New York; why it was that we never gotten word from those people that such a program existed?

Second, and perhaps most importantly, we find that this program for the application, or applying if you will to participate in the program and participate in the funding, is to come to a screaming half somewhere around the middle of July. And at this point, I would dare say that no more than two or three of the fire chiefs of Nassau County know that this is in effect. They sound like I am the devil's advocate, but really what I am trying to do is bring forth the idea that there has to be more direct contact between the Federal Government, and in the case of the volunteer fire service, the local fire chief who is deemed with the responsibility of putting on these programs, protecting the people, if you will.

Failing to have that kind of contact, we ofttimes read in the media that such and such a person in such and such a State has won an award for whatever the activity was, and we have no record that there ever was such a program involved.

Now, the goals of the FEMA Program are fine. To remove the fire threat to America. After all, why would we have been devoting all of these hours and energies and coming home all dirty and rotten after looking at some charcoal messes that used to be human beings? Why have we done this? For the simple reason that we want to protect our neighbor. But if we can educate them to the point; and certainly once again, local agencies are now undertaking this program; why cannot there be more direct correspondence between us?

If we look forward to seeing something as a news clipping in a local newspaper as to what is going on, it still does not give us any detail. If you have been depending on the State of New York to pass the information down, we must understand that it is another instrumentality of government who then has to, shall I say, peruse the information, put it into the basket hold, finally when the time comes, they will then forward it, if they deem it right, and then we hear that the amounts of moneys that are going to be allocated to the local activities, and through hearsay we understand how much New York is going to distribute and how, when we find that a major portion goes to a major city, and the other portions that would come down here and filter into an area that has as many people living in this township of this county, and many of the major cities that we see in the United States in big bold letters on our national map do not have that many people in it as we have right in our own little township. And certainly, the commendable that you have in here that we have an enviable, shall we say, place in the world for having protected with volunteers, more people within the small area than anywhere else in the world. Once again, the figures of the dollars and cents involved come up, because we have got to get to those people. In this area along with many other areas, metropolitan areas; we are seeing now is the suburbia, that the people from the metropolitan areas are starting to move out into our areas, they have no recognition of the volunteer service.

No. 2, the people that are now moving into our areas are those who have recently come into our country, and for one reason or another have no liking even to learn our language, and these people must be approached. They are now our neighbors. Do we have the facilities, do we have the background to go to these people of foreign tongue, foreign customs, foreign habits, and teach them of the American way of doing things, which is the volunteer way of doing things and why we are there to assist them? They have left in some cases, countries that, if you will, never gave them the opportunity of saying good morning to a neighbor. And yet, we have a program such as this and it is being milked; and I am not saying that facetiously. If you knew Scottie, he is not a facetious man. But he is a man that has seen so many charcoal messes that he does not want to see that one more, and the only way we can do it is to stop it by the word of mouth, we have got to educate.

Therefore, I would respectively request deep consideration by, if you will, your panel, your complete panel, the complete subcommittee. We may have to alter this business of how this money is going to be distributed. Now, I know it is mandated right now, that it does go to the State, the State, the local, and so forth; but if you will, gentlemen, the rationale behind this thing of a new approach that is to be devised for community involvement, these, me, as an individual, and speaking for those that I have been able to contact in the interim period since I received this information for the first time on June 9 of this year, it leaves me to plead with you, if you will, to consider the fact that it must be brought down to a local level more rapidly than it is now, because politics, and I am talking about party politics; can enter into the picture. If an organization such as ours is in a county that is not favored, if you will, by a State county, by the State government, it may be that the money is going to be routed somewhere else.

Please excuse me if I have taken the role of the devil's advocate, but I feel that what is coming out here is in here [indicating].

Stress if you will, the one grouping of words that you have. An unprecedented national community based volunteer partnership for fire service. Do that and I think we will put the train back on the track.

Mr. McGrath. Thank you very much, Chief. And for the information of my colleague from Pennsylvania, I think you can see why we are proud of our effort here in Nassau County. If I might, Chief, just to respond to some of your criticism which frankly, I as somebody who is living here in the county and comes home every weekend and tries to stay in as much touch with the volunteer service as I guess anybody in the Congress; I find it very difficult myself. You know, I go in May every year to 20 different installation dinners and usually do them by swearing in most of these fellows myself. But the fact simply is this, you put somebody on your mailing list and the following year that mailing list is not so valid any longer, and it takes work to keep a valid mailing list and communication level going. And it becomes that much more difficult when you are talking about a Federal bureaucracy dealing with a local level of government. As far as this particular program is concerned, as I understand, this is strictly a pilot operation, and while it may not be perfect as Fred Villella has pointed out, it is an initial step that we thought would be worthwhile.

Understand that we have the same problem with the dissemination of funds in every program that we have, in any department of government. If you think that you are being discriminated here at the local level, vis-a-vis some larger city, Doug I think you might understand that the town that Chief Scott was referring to here is the town of Hempstead, one of three in Nassau County which has about 800,000 people in it. It is larger than 11 States in the Union in population, and sometimes we think we could do as good a job being a State as some of the other States. We have three Congressmen from Nassau County as opposed to many States that have one, so understand Chief, that we have this particular problem with education funds, with any kind of funds that come to us that are supposedly geared toward local levels of government. Formulas are always a problem, and as you so accurately portrayed, sometimes the political aspect of developing those formulas is more prevalent than certainly it ought to be. But, I am delighted that all of you have given the testimony that you have. I think it shows why we have the level of protection here in Nassau County that we certainly have. I pointed out when Mr. Granito was making his remarks regarding the amount of effort being put forth by the county itself in funding these particular educational prevention programs, that in excess of $2 million; that is probably as close to one third that is being spent by the Federal Government nationwide. So, with that, Doug, I'll just turn it over to you.

Mr. WALGREN. Well, I would just like to second the thought of what a good effort that is being made on the local level, but the thinness of the program becomes very evident, particularly in view of the remarks of the last witness, and it is also true that the thinner the program gets, there is a point where it becomes irrelevant to the whole and breeds cynicism. I know that in many instances we come across people who say, "Look, the money that is available is so small that there is no point in our submitting any application of that process, I mean that is, we are only going to get rejected, and who needs that?" And I guess I go back to some of the thoughts at the start that we had hoped originally, that the Federal level would be much more involved in at least funding, the size of funding that has developed over these last 10 years, and you certainly speak to a number of very unmet needs and constructive roles that the Federal Government can play, particularly when you emphasis so completely prevention in education. It would seem that we could be in a position of enabling you to do more of that than we presently are on the Federal level. Is that a true conclusion, and I would like to address that question generally to the panel? Do you feel that the Federal Government can be more helpful in terms of public education than you have found us to be?

Mr. GRANITO. I think that one of the problems we are faced with is that the Federal roles, in my opinion, should be one of a disseminator of information and they should let other jurisdictions know of exemplary programs. Why we invent the wheel, if the program is being satisfactorily implemented in another part of the country? That something, that is a level of information that ought to be disseminated and it is really not that expensive. I think one of the things that we find with the National Fire Academy is that we take the course materials that have been developed and review them to try to measure them against our own protocols and to be very candid if they fit. We reproduce them and use them as is, because that is a labor-saving and that is a cost-saving device. It ought to be done in the entire area of public education, also.

Mr. WALGREN. Is it being done in the, beyond the Fire Academy materials? I know we often hear of this word dissemination; there are a lot of folks whose jobs are justified by the idea of dissemination and yet, when you try to put your finger on it, it is sort of like quicksilver, it sort of slips away and you cannot really see it?

Mr. GRANITO. Everyone speaks about the role of Federal and for that matter, State agencies in public education, and it is a good conference issue, it is an excellent topic that has gained a lot of support. But we would like to see the rubber meet the road a little more often. I would take the same approach that we have tried to with the public and private schools in Nassau County. They came back to us and said, "OK", in essence, "Point your money where your mouth is. If you think that fire prevention education is important, what are you really going to do for us?" Well, if we supply you with the materials and with the technical expertise to train new teachers, would you put your teachers into a classroom environment, even though we know the local unions are going to say we have to pay overtime. And that is the kind of head-to-head jawboning that really has to be done. There are too many flatulences and not enough action.

Mr. WALGREN. You would like to see the Federal Government come up with materials?

Mr. GRANITO. We would like to see the Federal Government handle more materials, we would like to see materials that can be handed off and easily and inexpensively be replicated at the local level. For a specific example, we use the learn-not-to-burn curriculum which is published by the national association, in bulk, and I mean in bulk; the Nassau County bought 2,000 of these units and we pay $20,000 for that number of units; $20,000 or $20 per curriculum is a pretty expensive unit price, one you would like to see that curriculum in the hands of every schoolteacher.

Mr. WALGREN. At $20 a unit, $20 a notebook?

Mr. GRANITO. That is right, and we think there must be easier ways of replicating that type of material so that it can be put into the hands of people that need it, and they are the classroom teachers, in this case.

Mr. MCGRATH. Let me, I think you should describe, one spoke, I think you did too, Mr. Granito, regarding the recruitment and retention. We have a good thing here, and if you do not think so, take a look at the rest of the country. Recruitment and retention I think, is a problem. Maybe not something that is insolvable, but what kind of an effort including that problem and what are we doing about it if we do?

Mr. SCOTT. May I approach the question? I think that, yes, we do have a problem. We have today, in all due respect to younger people present and who is younger than I; we have a reluctance for people to volunteer, whether it is to go and ring 10 doorbells for the March of Dimes, or whether it is to join the volunteer fire department. It is a case of everyone standing in that, and I think we can all picture that old picture of people standing in a circle and each one pointing to the person opposite of them and said, "Let him do it." And that is just what is happening today, and we therefore in most departments, I am sure, most departments, do not have a full complement of people. The dedication of those that are in, they serve and they serve well.

I think that the program that was outlined by Mr. Granito a little earlier regarding the Federal Government, if necessary with their Madison Avenue approach to advertising, if they could illustrate to the people of the United States, and of course you might find problems with the firefighters union, that the volunteer firemen are doing this fantastic job all over the Nation, and how they are professional in their work, how they qualify fully, et cetera, et cetera. To publicize that fact, I think you are going to start to retain some who are now assuming the attitude of some of the people on the outside who do not want to join, they say, "Why should I stay in if they do not want to come in?" It is a problem. I do not know, I certainly do not know what the answer is, but I think that it is something that we are seeing happening more often within, each successive year the problem is becoming a bit worse, and I do not speak just for Nassau County. It is the opportunity of going nationwide and it is the same no matter where you go.

Mr. McGrath. Well, let me ask you this. Without, you know, we are giving you the opportunity to hit a home run or blow your own horn, but what made any of you to get into the volunteer service, you know, 30 some odd years ago? The second question is, Would you do it today if you had the same opportunity? I mean, obviously you would, but given the same circumstance, would you do it again? Obviously you have stayed longer, but let us take the, what changes that have occurred that would allow for the department not to have a full complement or somebody leaving after a few years. What is happening?

Mr. Granito. Well, I think there are a number of issues. One is looking at the demographics in a county like Nassau as the cost of housing escalates, the younger members who live at home, or who are married and then want to stay within the community, may not be able to afford to. Another problem is that a number of people are not only two-job household, but a three-job household, so the amount of time they can spend in volunteering is somewhat limited. But, I am not as pessimistic about volunteer retention as I might have been 10 years ago before a couple of reasons. I think that what the volunteer fire service is beginning to learn now that even though the numbers that we had 15 and 20 years ago are not as significant, you do not get 30 people at a daytime house fire. Although the bodies may not be there, if we can do more in terms of making sure the training and the capabilities, and the teamwork of those that are there, at the scene, is higher, we are going to get a better return hopefully, on investment of those people who were at the scene of the fire. One of the things that does cause a problem is in the fire department that is involved not only in fire suppression, but also in emergency medical service. The EMS problem in Nassau County in terms of burnout, relative to those people who joined the fire service and find themselves involved in EMS is extremely significant. We, along with other training organizations do a lot of EMS training in Nassau County. One of the problems that we are finding is that the turnover rate of the EMS people, regardless of age is dropping from 5 to 4 to 3 years and it is a high burnout. The other thing that I will take a shot at New York State, it is unrealistic recertification requirements for EMS personnel. The difficulty is that in some cases, there is not a local recognition that the system is somewhat different in certain parts of the States than it is in upstate New York, and when you ask a person not only to volunteer his or her time to become involved with EMS, or register a certified technician that if you impose or superimpose additional recertification requirements on top of that response, it is going to make a person think twice of their availability. I think that there is some headway being made with that. Andy Messina and Scottie would know better than I do, but that is a real problem. In terms of someone looking down at the locality and saying, "No, you have to certify to this level in order to be State certified," we think that that is unrealistic.

Mr. McGRATH. Thank you very much.

Mr. MESSINA. Congressman, I would like to bring one more thing to your attention, if I can?

Mr. McGRATH. Yes?

Mr. MESSINA. We, in Nassau County are just, and it should be something that the Federal Government should look into, and that is fire prevention in the home for the deaf. We are going to institute in our vocational board, training, Mr. Granito and myself have been talking about it. We had an interview with some of them upstate, but that is very important. The fact where they are using strobe lights to attract the attention of the deaf. And we have a school out here, the Middleneck School of the Deaf, which we feel, and we have many in town, and little communities that people do not realize there are deaf people in these communities.

In my little town of Bellmore, we have little signs up, you know, "Caution Deaf People," and I think that it is something that the State level should really get into, and I think it has taken a back seat, and we are definitely going to go full strength on it, and see that that comes around.

Mr. WALGREN. Let me, if the gentleman would yield? I just want to say that I really feel we are in the right place when we hear your testimony, from Chief Scott or whatever the title is; I really do appreciate what you have said, and it makes me feel that we are doing right with the subcommittee to be out and about and on this level to document these type of feelings. It can only help to drive the system in the right direction, and to all of you, I would like to express my appreciation.

The PANEL. Thank you. Thank you very much.

Mr. McGRATH. I would like at this point in time to introduce two distinguished firefighters from my district. Ex-chief of the East Rockaway Fire Department, Hank Greenstein who has probably put in 30 something years of service and is a well-respected member of the firefighting community here in Nassau County; and Mike Chiarmonte, who happens to be a member of a department of which I hold a membership, and a good friend who also serves not only in the department as a firefighter, but as a fire inspector for one of the local villages here, and I would like to call these two gentlemen up to the witness stand so that they can give us the benefit of their thoughts.

Mr. GREENSTEIN. I will not take up much of your time, gentlemen. But there is only one thing that has been puzzling me in the 31 years that I have been fighting fires in East Rockaway, and that is how do you get somebody to listen to you? I remember in junior high school, I had a science teacher who would always tap me on the head every time he would ask me a question. I would say, "Why are you hitting me on the head for?" He says, "Well, I have to get your attention before I can teach you anything." Now, there is no way in the world that I can figure out we can get the resident's attention and have them listen to what we have to tell them.

Twenty years ago, we tried to have an EDITH Program; that is exit drill in the home; at a PTA meeting in the high school. Word must have gotten out that we were going to be there because only two people showed up. We ran our program anyway. Halfway through the program, those two people got up and walked out, because at that time, we had shown the movie of the Chicago school fire and they had enough.

We tried it again a few months later at Hewlette East Rockaway Jewish Center, which is big enough to hold maybe 800 people, and nobody showed up, just firemen. We tried to get stuff in the papers, sometimes they would print it and sometimes they would not. Most of the time, people did not read it at all.

But still, when we have something to say, we must have somebody to listen. We promised them we would not ask them for money, and still they will not show up. How can you tell somebody that they can save their lives by simple things, how can you tell them something that will benefit them? Where do we get the money to brainwash them like Madison does on TV with all of those commercials? And everybody says, "It will not happen to me. I am not going to have a fire." Many people in the hospitals and in the cemeteries said that. And how do you get them to listen to something that could help save their life? They are going to have a fire at one time or another and they will need to know how to get out of their burning house. But how do you get them to listen?

Mr. WALGREN. I have to say that I do not know how to get out of a burning house. I mean, I am probably a prime grade A example of somebody who should be very aware and who is not very aware. And if we are, you know, if you have not gotten to me yet, you sure have got a long way to go to get to the public. And I have small children, and I look around my community and I do not, I have not even seen the programs. At least you have tried to give the programs. And maybe our newspapers did not publish them, or something like that but clearly human nature is such that we are having a terrible problem with it, and we have just got to figure out some way to make a little more progress in this area than we have at least in my lifetime.

Mr. MCGRATH. Would the gentleman please yield? I wonder whether or not maybe the staff could tell us whether or not the FEMA or the Fire Academy or any institute, Government institution, has public service or advertising that would be required for——

Ms. MCLAUGHLIN. They do.

Mr. MCGRATH. They do? And are these readily available to cable TV channels, public broadcasting systems and all that?

Mr. GREENSTEIN. Channel seven has spot announcements on fire prevention.

Mr. MCGRATH. We have been talking all day regarding dissemination of information from testing our reporters on emergency management training from States to local governments and I am wondering whether or not this is necessary? Chief Scott said to get it down right to the local level. Mike, why don't you continue on?

Mr. CHIARMONTE. Mr. Chairman and Representative McGrath, as the chief fire inspector for the village of Lynbrook, just let me say that it is an honor for me to be here today, and that a hearing like this is well long overdue.

My predecessors on the Nassau County panel mentioned a couple of times a family of seven that have died in February of this year. The name of that family was the Knapp family. The ages ranged from age 52 down to aged 9. A kerosene heater standing too close to a day bed in the living room touched off a blaze that killed that family. Bodies were found in hallways. Exit doors were jammed and nailed shut to keep out the winter cold, and this tragedy as we said occurred right here in Nassau County. According to the Nassau County Office of Fire Prevention and Control, over 25,000 fires occurred in 1982 here in Nassau County, 1,888 people out of every 100,000 people are involved in a fire incident, it comes to 19 percent of the population.

Could this tragedy of the Knapp family as well as the alarming figures in Nassau County be avoided? In my opinion, the answer is yes, through a comprehensive program of fire inspection and fire education.

Fire prevention has become as important if not more important, than firefighting. All too often, municipalities spend money and time on firefighting with the best equipment and well trained men. Even though this is extremely important it is locking the barn after the horse has been stolen.

The incorporated village of Lynbrook, through the cooperation of Mayor William P. Geier, has seen to it that fire prevention has top priority, and that is the importance, the top priority, not a back door.

Allow me to give you some statistics. Lynbrook has a population of 20,450. The village is composed of mostly one and two family dwellings with a group of large apartment complexes and an extensive amount of industrial and merchantile establishments. We had a fire loss of $245,115 in 1983. Let me break that down.

We had one fire at 8 Freer Street which caused the damage of $220,000. It was a large commercial building that caused the fire as incendiary. This was the first serious commercial fire in Lynbrook in 3 years.

We had $13,000 damage to 11 homes; $12,000 damage to cars, et cetera. We feel that the fact that we had one commercial fire and a small amount of dwelling fires shows that the fire prevention bureau works. It is important to stress that the Lynbrook Fire Department Fire Prevention Bureau is composed strictly of members of the Lynbrook Volunteer Fire Department. No one gets paid a cent. Our fire prevention bureau is composed of two sections. The fire inspection section, and the fire education section. Both, and I stress, both of these sections are of equal importance to public safety.

The fire inspection section has a chief inspector who, under village code, is charged with the duty of enforcing all laws and ordinances of the State of New York, the county of Nassau, and the village of Lynbrook pertaining to the prevention of fire in the commercial sector. We are also, I may add, constantly adding to these codes. I have several codes at the present time pending, and there is an addition to this report that you have, of the codes that will be passed in August.

There are four additional active inspectors, and we are always looking for more, and again, what Representative McGrath said, the idea of finding volunteers becomes a little more difficult, but we are achieving it. And again, I must stress that these people are all nonpaid volunteers.

The duty of our inspectors to inspect all commercial establishments in Lynbrook and see to it that all applicable codes are enforced. An important thing to note is that we have outstanding cooperation from our businessmen in the area. However, a few are reluctant to comply to our ordinances, and these people are brought before the village Justice and cooperation is then given.

We also use the New York State Code, the BOCA Code, as well as the Nassau County Code; whichever is stricter in the situation. We feel that we have had a major impact on the reduction of the total number of commercial fires in our area. Businessmen know we are around, and they know that we are concerned with their safety as well as the safety of their employees and patrons. A key to our success is a friendly approach to fire safety. We try to get the feeling across that fire safety as well as good fire prevention practices can save lives and money.

This could not be done without the cooperation of our Village Board, Building, Police, and Justice Departments. All of these agencies are aware of fire prevention through code enforcement.

The education section to the fire prevention bureau is led by Assistant Chief Inspector John Cornicello, and it is also a very active section. This section aims its message at the home owner and apartment dweller. I would like to give you a little background of that section as well.

The public education section, the bureau of fire prevention was begun to handle the need for presenting fire prevention programs to school children back in 1976. It has been the objective of this bureau to present the theme of fire prevention to the public 52 weeks out of the year, not not to set one week for fire prevention week.

The public education section is currently operating with the manpower of four members. Programs conducted by the public education section through this year can be broken down to the following: (1) Public speaking engagements. Places such as the KFC, Lions Clubs, et cetera; (2) Education programs at schools; (3) Residential awareness programs conducted through the year on special topics, such as auxillary heating, and fire problems in the home; (4) Babysitting programs. That is programs given to babysitters because they are charged in the event that there is an emergency in the home. It is a 2 day program assisted by the police department as well; (5) There are material distribution programs; (6) There is invalid shield placements, which are special decals placed at the front entrance of any invalids home to help alert the fire departments in the fact of a fire emergency or a medical emergency as that there is an invalid in the premises; (7) We have residential assistance programs; (8) Fire Prevention Week Program.

To summarize, we have contacted 8,565 people in the period of April 1, 1983 to March 31, 1984.

Now, we do, however, have a weakness in our programs. We need more volunteer manpower. We need people who are strongly commited to fire prevention. We need field inspectors and fire educators. Businessmen large and small, must be given the following messages loud and clear: Do not block that exit, keep aisles clear, store flamibles safely, control rubbish, think fire safety.

Homeowners must be educated to think safety. This is where the Federal Emergency Management Agency can help. First of all, I too, like Chief Scott, have never heard of the Federal Emergency Management Agency until I received that brochure, so I will just have to back him up in everything that he had said. I think that they can help us in the following way: (1) Volunteer inspectors and education officers can be recruited and trained. This can be done by funding the publicity necessary to reach out and ask the community for help. It can provide instruction materials and instructors to train new volunteers. (2) It can put the National Fire Academy and the U.S. Fire Administration on wheels, so to speak, to get their existing programs to the volunteers. One thing that you must realize, is that these programs are great, but who can participate? We must remember that volunteers are just that, volunteers. We have other jobs. We must have these programs come to us, we cannot go to them. These programs must be available evenings and Saturday. There is, it is appalling to me that I hear that the U.S. Fire Academy there and the research has no funds for next year. I hear Nassau County sends representatives, and there are some of them down there now. I have members of my department who would love to take those courses, but they would have to take vacation time, they would have to leave their families; they only get 2 weeks in the year of vacation, and will have to tell their wife and children, "Well, I am going to take 1 week to go the Fire Academy." That is not feasible. These programs have to be with us where we can take them. There are several programs that I would like to take up in even our own academy at Montauk Falls. I cannot take the time off to do it. I would like to see these programs here. Federal and State, available when we can take them. The men are willing to do it. Make it available so we can take them. (3) The third thing is that we need nationwide TV ads, and special programs must be used to bring the message of fire safety to everyone. The public must be deluged with these commercials, similar to the Wendy's commercial we often recite when we say, "Where is the beef?" (4) The fourth thing is that schools must be made to teach more fire safety. These programs must extend from the primary grades right to high school graduation day. Multimedia assemblies must be prepared and given by expertly trained personnel. They should be geared to individual grade levels, to teach all schoolchildren the basics of fire prevention. In service fire prevention education courses for in service credit must be given to teachers. Most teachers do not have the foggiest notion of fire prevention and what it is. I can say this because I have been a teacher myself for 18 years. I know in my school when I mentioned fire prevention, and when I mentioned anything to do with a smoke detector or a fire extinguisher or anything, to people with master's degrees in education, Ph.D.'s in education, people that are directly teaching our schoolchildren such as I teach children; they do not know what you are talking about. We have a mandate in New York State to teach 15 minutes of fire prevention every week in the schools. I do not see it happening. It is not just my school district. I am in touch constantly with other teachers in our profession, and teachers do not know what to do. And they are willing to be turned on, but you have got to have the people to turn them on. We need the money to get programs such as that Learn Not To Burn Program, and also to hand us a notebook and tell us here is the Learn Not To Burn Program. To me, as a teacher that is totally useless. I do not know how to use it, and I am a fireman.

The other thing, I would just like to reemphasize the fact that we need professionals to prepare this equipment. School kids can see right through the things that some materials, that are being presented are being erroneous. They need to be dazzled, and that is why I mentioned multimedia. There has to be a knowledge from professional educators with some input put in as to how to gear something like this to the grade level that it is supposed to be for. I have tried to get programs in my school, and what do I find? That they are geared to very little children, first and second grade, and I am not a secondary schoolteacher, I teach high school. I have people come into my school and address juniors in high school as boys and girls. Immediately losing the audience. We need professional educators with some knowledge in fire prevention to work with the people preparing these materials so that we can gear it to kids so that they will listen to it. And again, the Federal Emergency Management Agency can help as with the funding to get us together. In passing, I have talked with a Ph.D. in my school who is excellent at preparing curriculum, a physical education teacher who is also a fireman and myself, and we say, "This is a very good idea, we would be more than happy to prepare materials like this." And I am sure there are other volunteers that would be happy to do this in the field of education. These are the people you need. We know the kids. We have been working for years with them. And most of us are fairly successful at what we do. Use us.

In conclusion, I am inspired by the fact that this hearing has taken place today, and I hope, really, with all of my heart that it has a major impact on fire prevention in America can be made, so that the tragedy of the Knapp family will never happen. Thank you.

[The prepared statement of Mr. Chiarmonte follows:]

Bureau of Fire Prevention
Wright Avenue
Lynbrook, New York 11563

WRITTEN STATEMENT OF MICHAEL D. CHIARAMONTE (FIRE INSPECTOR- VILLAGE OF LYNBROOK)

SUBMITTED TO THE SUBCOMMITTEE ON SCIENCE, RESEARCH,AND TECHNOLOGY
HEARING ON FIRE PREVENTION AND CONTROL

JUNE 22, 1984

I. Introduction

Luke Knapp - 52 - dead, Ellen Knapp - 49 - dead, Luke Knapp Jr. - 24 dead, Rosemarie Knapp - 22 - dead, Kathlene Knapp - 18 - dead, Elizabeth Knapp - 11 - dead, Daniel Knapp - 9 - dead.

A kerosene heater standing too close to a day bed in the living room touched off a blaze that killed this family in February of this year. Bodies were found in hallways. Exit doors were jammed and nailed shut to keep out the winter's cold. This tragedy occurred right here in Nassau County where, according to the New York State Office of Fire Prevention and Control,we had over 25,000 fires in 1982, and where 1,888 out of every 100,000 people were involved in a fire incident. This is 19% of the population of Nassau County.

Could this tragedy of the Knapp family, as well as the alarming figures in Nassau county, be avoided? The answer is yes, through a comprehensive program of fire inspection and fire education.

II. Body

Fire prevention has become as important, if not, more important than fire fighting. All too often municipalities spend their money and time

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on fire fighting with the best equipment and well trained men. Even though this is extremely important it is"Locking the barn after the horse is stolen."

The Incorporated Village of Lynbrook, through the cooperation of Mayor William P. Geier, has seen to it that fire prevention has top priority.

Allow me to give you some statistics. Lynbrook has a population of 20,450. The village is composed of mostly one and two family dwellings with a group of large apartment complexes and an extensive amount of industrial and merchantile establishments. We had a fire loss of $245,115 in 1983. This fire loss can be broaken down to the following:

$220,000 damage to 8 Freer St. a large commercial building whose fire cause was listed as incendiary. This was the first serious commercial fire Lynbrook had in 3 years.

$13,000 damage to 11 homes.

$12,000 damage to cars, etc.

We feel that the fact that we had one commercial fire and a small amount of dwelling fires shows that our Fire Prevention Bureau works.

It is important to stress that the Lynbrook Fire Department Fire Prevention Bureau is composed strictly of members of the Lynbrook Volunteer Fire Department. No one gets paid a cent. Our fire Prevention

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bureau is composed of two sections: the fire inspection section and the fire education section. Both, and I stress, both of these sections are of equal importance to public safety.

The fire inspection section has a chief inspector who, under village code, is charged with the duty of enforcing all laws and ordinances of the State of New York, County of Nassau, and the Village of Lynbrook pertaining to the prevention of fire in the commercial sector of the village.(A copy the village code pertaining to the establishment and workings of the fire prevention bureau is attached.) There are four additional active inspectors, and we are always looking for more. Again I must stress that these are all non-paid volunteers.

It is the duty of the inspectors to inspect all commercial establishments in Lynbrook and see to it that all applicable codes are enforced. We have outstanding cooperation from the businessmen in the area;however, a few are reluctant to comply and they are brought before the village justice and cooperation is then given.

Lynbrook averages approximately 400 inspections a year. We have passed many of our own ordinances and we have the following pending. (See attached copy.) These ordances should be passed by August of this year. We also use the new New York State code and the BOCA code, as well as the Nassau County code, whichever is stricter in the situation. We feel that we have had a major impact on the reduction of the total number of commercial fires in our area. Businessmen know we are around and they know that we are concerned with their safety as well as the safety of their employees and patrons. A key to our success is a friendly

(page 4 of statement by Michael D. Chiaramonte)

approach to fire safety. We try to get the feeling across that fire safety as well as good fire prevention practices can save lives and money. This could not be done without the cooperation of the Village Board, Building, Police and Justice Departments. All of these agencies are aware of fire prevention through code enforcement.

The education section of the Fire Prevention Bureau is led by Assistant Chief Inspector John Cornicello and it is also a very active section. This section aims its message at the home owner and apartment dweller. A complete report of their activities is attached. I will go over the highlights.(SPEAKER WILL USE POINTS FROM ATTACHED REPORT.)

However, there is a weakness in this program. We need more volunteer man power. We need people who are strongly committed to fire prevention. We need field inspectors and fire educators. Businessmen, large and small, must be given the following message loud and clear:

Don't block that exit!
Keep aisles clear!
Store flamables safely!
Control rubbish!
Think fire safety!

Homeowners must be educated to think safety. This is where the FEDERAL EMERGENCY MANAGEMENT AGENCY can help. It is through this agency that:

1) Volunteer inspectors and education officers can be recruited and trained. This can be done by funding the publicity necessary to reach out and ask the community for help. It can provide instruction materials and instructors to train new volunteers.

2) It can put the National Fire Academy and the U.S. Fire Administration on wheels, so to speak, to get their existing programs to the volunteers. These programs are great but who

Bureau of Fire Prevention
Wright Avenue
Lynbrook, New York 11563

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can participate? We must remember that volunteers are just that, volunteers. We have other jobs. We must have these programs come to us, we can't go to them. These programs must be available evenings and Saturdays in our local areas.

3) Nationwide TV ads and special programs must be used to bring the message of Fire Safety to everyone. The public must be deluged with these messages similar to that of the Wendy's commercial which we can all recite "Where's the beef."

4) Schools must be made to teach more fire safety. These programs must extend from the primary grades right to High School Graduation Day. Multi-media assemblies prepared and given by expertly trained personal should be geared to individual grade levels to teach all school children the basics of fire prevention. In-service fire prevention education courses for in-service credit must be tought to teachers. Most teachers don't have the foggiest notion about fire and its prevention. I can say this because I have been a high school teacher for 18 years. We need help to show us and encourage us to make this a priority item so that we may bring it to our students. I would like to re-emphisize one thing, the material must be prepared by professionals that have been in elementary and secondary classrooms for a long time, having a knowledge of how students can be motivated and responsive.

III. Conclusion

In conclusion, I am inspired by the fact that this hearing has taken place today and I hope with all my heart that it has a major impact on fire prevention in America so that the tragedy of the Knapp family will never happen again.

APPENDIX #1

STATEMENT BY
MICHAEL CHIARAMONTE

CODE OF THE VILLAGE OF LYNBROOK
FIRE PREVENTION BUREAU

Chapter 20

FIRE PREVENTION BUREAU

§ 20-1. Establishment.
§ 20-2. Function.
§ 20-3. Appointment of inspectors; function.
§ 20-4. Instructions and forms for inspectors.
§ 20-5. Duties.
§ 20-6. Recommendation of regulations.
§ 20-7. Investigation of fires.
§ 20-8. Inspection and regulation of hazardous facilities.
§ 20-9. Inspection of all other facilities.
§ 20-10. Disconnection of electrical service.
§ 20-11. Report of violations.
§ 20-12. Duty of Village Attorney.
§ 20-13. Annual report.

HISTORY: Adopted by the Board of Trustees of the Village of Lynbrook as Ch. 9, Art. II, of the 1967 Code of Ordinances. Amendments noted where applicable.]

GENERAL REFERENCES

Boardinghouses, rooming houses and hotels — See Ch. 78.
Building construction — See Ch. 81.
Electrical standards — See Ch. 11[illegible].
Fire prevention — See Ch. [illegible]0.
Gasoline stations — See Ch. [illegible]10.
[illegible] equipment — See Ch. [illegible].

§ 20-1. Establishment.

A Bureau of Fire Prevention in the Fire Department of the village is hereby established, to be operated under the supervision of the Fire Council of the Fire Department of the village.

§ 20-2. Function. [Amended 7-12-76 by L.L. No. 8-1976]

The Bureau of Fire Prevention shall perform the duties and exercise the powers delegated to it by local law, ordinance or resolution in relation to the prevention of fire or danger to life or property.

§ 20-3. Appointment of inspectors; function.

A. Appointment by Fire Council. The Fire Council of the Fire Department of the village shall designate such number of inspectors as shall, from time to time, be deemed advisable, subject to approval by the Board of Trustees of the village.

B. Function. The inspectors appointed as aforesaid shall investigate fire hazards and violations of this chapter and shall cause the owner or occupant of the premises to be prosecuted in the proper court for violation of any provisions pertaining to fire prevention, except where such violations come under the jurisdiction of the Department of Buildings or of the Police Department. Violations of any of the Building Code Ordinances, Zoning Ordinances[1] or the provisions of the Police Department shall be prosecuted by the respective officers charged with such duties by such Department.

§ 20-4. Instructions and forms for inspectors. [Amended 7-12-76 by L.L. No. 8-1976]

The Bureau of Fire Prevention shall prepare instructions for the inspectors and forms for their use in the reports required by this chapter.

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[1] **Editor's Note:** See Ch. 81, Building Construction, and Ch. 252, Zoning.

§ 20-5. Duties.

A. It shall be the duty of the officers of the Bureau of Fire Prevention, except as otherwise provided, to enforce all laws and ordinances of the state, county and village insofar as they affect the village and to enforce village regulations covering:

(1) The prevention of fires.

(2) The storage and use of explosives and flammables.

(3) The installation and maintenance of automatic and other fire alarm systems and fire-extinguishing equipment.

(4) The maintenance and regulation of fire escapes.

(5) The means and adequacy of exit in case of fire from schools, hotels, lodging houses, asylums, hospitals, churches, factories, halls, theaters and amphitheaters, where persons live or congregate from time to time for any purposes.

(6) Investigations of the cause, origin and circumstances of each fire.

B. Reports. A report of every fire shall be made, in writing, and filed in the office of the Clerk of the village within three (3) days after the occurrence of same. Such report shall be in such form as shall be prescribed by the Bureau of Fire Prevention and shall contain a statement relating to the cause, origin and circumstances of such fire, the extent of damage thereof and the insurance upon such property and such other information as may be required. [Added 7-12-76 by L.L. No. 8-1976]

C. They shall have such other powers and perform such other duties as are set forth in other sections of this chapter and as may be conferred from time to time by law.

§ 20-6. Recommendation of regulations. [Amended 7-12-76 by L.L. No. 8-1976]

It shall be the duty of the Bureau of Fire Prevention to investigate and to recommend such additional ordinances, local laws or resolutions, or amendments to existing ordinances, local laws or resolutions, as it may deem necessary for safeguarding life and property against fire.

§ 20-7. Investigation of fires. [Amended 7-12-76 by L.L. No. 8-1976]

The Bureau of Fire Prevention shall investigate the cause, origin and circumstances of every fire occurring in the village by which property has been destroyed or damaged and, so far as possible, shall determine whether the fire is the result of carelessness or design. Such investigation shall be begun immediately upon the occurrence of such a fire, and, if it appears to the officer making such investigation that such fire is of suspicious origin, he shall notify the proper authorities designated by law to pursue the investigation of such matters and shall further cooperate with such authorities in the collection of evidence and in the prosecution of the case.

§ 20-8. Inspection and regulation of hazardous facilities. [Amended 7-12-76 by L.L. No. 8-1976]

The Bureau of Fire Prevention shall inspect as often as may be necessary, but not less than twice a year, all specially hazardous manufacturing processes, storages or installations of acetylene or other gases, chemicals, oil, explosives and flammable materials.

§ 20-9. Inspection of all other facilities. [Amended 7-12-76 by L.L. No. 8-1976]

A. Duty. It shall be the duty of the Bureau of Fire Prevention to inspect or cause to be inspected, as often as necessary but not less than twice a year in the village, all buildings, premises and public thoroughfares, except the interiors of private dwellings, for the purpose of ascertaining and causing to be corrected any conditions liable to cause fire or any violation of the provisions or intent of any ordinance of the village affecting the fire hazard.

B. Order to abate, correct condition. If the Bureau of Fire Prevention or any inspector duly appointed as provided herein shall find in any building or upon any premises or any other place combustible or explosive matter or dangerous or unnecessary accumulations of rubbish or unnecessary accumulations of wastepaper, boxes, shavings or any highly flammable material especially liable to fire, which is so situated as to endanger life or property, or shall find obstructions to any fire escapes, stairs, passageways, doors or windows liable to interfere with the operations of the Fire Department or egress of occupants in case of fire, or in case such inspection shall reveal any building or structure, which, for want of repairs, lack of sufficient fire escapes or by reason of lack of such conditions or from any other cause, is especially liable to fire and is so situated as to endanger life or property and the occupants thereof, or shall find in any building combustible or explosive matter or flammable conditions dangerous to the safety of such building or the occupants thereof, the inspector shall order same to be removed or remedied within twenty-four (24) hours, and unless such order is complied with, such inspector shall report such violation to the Superintendent of the Building Department, who shall cause the owner or occupant to be prosecuted in the proper court for violation of any ordinance or local law of the village or Nassau County or any law of the State of New York, of which violation such owner or occupant may be guilty, or, if in the opinion of the Superintendent of the Building Department, the act or neglect of such owner or occupant does not constitute any violation of any ordinance or local law of the village or Nassau County or any law of the State of New York, the Superintendent of the Building Department shall bring to the attention of the Board of Trustees at its next meeting the facts, circumstances and conditions in connection with such act or neglect.

C. Service of order. The service of any order mentioned in this chapter may be made upon the occupant of the premises to whom it is directed either by delivering a copy of same to such occupant personally or by delivering same and leaving it with any person in charge of said premises or, in case no such person is found upon the premises, by affixing a copy thereof in a conspicuous place on the front door of said premises. If, however, it may be necessary to serve such order upon the owner of the premises, such order may be served either by delivering to and leaving with such owner a copy of such order or, if such owner is absent from the village, by mailing a copy of such order by certified mail, return receipt requested, to the owner's last known address.

§ 20-10. Disconnection of electrical service.

The Bureau of Fire Prevention, after having received notification from the Board of Fire Underwriters or otherwise learning that an electrical violation has been disclosed, shall notify the electric lighting company to disconnect service to the premises on which such violation exists until said violation has been rectified.

§ 20-11. Report of violations. [Amended 7-12-76 by L.L. No. 8-1976; 12-7-81 by L.L. No. 14-1981]

The Bureau of Fire Prevention shall report to the Superintendent of the Building Department forthwith the discovery or report to him of a violation of any of the provisions of this chapter or of any provisions pertaining to the prevention of fires and shall also report to such official the refusal of any owner or occupant of any premises to comply with any order concerning any violation of any of said provisions, and it shall be the duty of such official or the duty of the Chief Fire Inspector to cause the owner or occupant of the premises to be prosecuted in the proper court for violation of any such provision or of any law of the County of Nassau or State of New York of which violation such owner or occupant shall be guilty.

§ 20-12. Duty of Village Attorney. [Amended 7-12-76 by L.L. No. 8-1976]

The Village Attorney, upon request of the Bureau of Fire Prevention, shall assist any inspector duly appointed as aforesaid in the investigation of any fire which, in the opinion of said inspector, is of suspicious origin.

§ 20-13. Annual report. [Amended 7-12-76 by L.L. No. 8-1976]

Between the 20th day of February and the first day of March in each year, the annual report of the Bureau of Fire Prevention shall be made and filed in the office of the Clerk of the village. It shall contain a record of all proceedings under this chapter.

APPENDIX #2

STATEMENT OF
MICHAEL
CHIARAMONTE

Bureau of Fire Prevention
Wright Avenue
Lynbrook, New York 11563

PUBLIC EDUCATION SECTION - BUREAU OF FIRE PREVENTION

BACKGROUND

The Public Education Section of the Bureau Of Fire Prevention was begun to handle the need of presenting fire prevention programs to school children,back in 1976. From the time it first began to its present point,the role the Public Education Section has played has expanded greatly,and grown considerably.

It has been the objective of the Bureau to present the theme of Fire Prevention to the public 52 weeks a year. No longer can a department expect to devote only a one week program at Fire Prevention Week and get results in the area of fire prevention. It has been with the motto "Fire Prevention Through EducatioN" that the Bureau has evolved to where it is today.

PROGRAMS

The Public Education Section is currently operating with a manpower of four members. The Director and Assistant Director have been active with Public Education since its beginning. In addition to the four members,the assistance of the Junior Fire Department has been a valuable asset to our programs. The manpower assistance provided by the Juniors has proved to be valuable to the Bureau,providing the Juniors with an opportunity to expand themselves in the area of Fire Prevention while helping the community.

Programs conducted by Public Education throughout the year can be broken down as follows:

1. Public speaking engagements before community groups and organizations,i.e. Lions,KofC,etc., on topics such as home fire safety; burn prevention; hot liquid burns; and general fire safety.

2. Education programs at schhols, conducted on all topics of fire safety, to elementary and junior high school students.

3. Resident awareness programs, conducted throughout the year on special topics such as Auxiliary Heating; Fire Problems In The Home; and other various topics, where members of the community are invited to participate in the fire prevention program.

4. Babysitters programs, conducted throughout the year to assist those that babysit. These programs have been conducted in the past in conjunction with the Police Department as a two day program..

5. Materials Distribution Programs, where members of the Bureau assisted by the Junior Fire Dept. will distribute fire prevention literature various times throughout the year to residents in the shopping area of the Village. This isextremely valuable for special seasonal topics, such as Barbecue Safety; Christmas Tree Safety; Auxiliary Heating Safety; and for the distribution of emergency telephone number stickers.

6. Invalid Shields placements, which are special decals placed at the front entrance of an invalids home, to help to alert the Fire Department to the fact that there is an invalid in the building in case of a fire or medical emergency. These decals are placed by members of the Public Education Section when requested, and all members of the household are instructed in the area of home fire safety and escape in case of a fire. Locations of these decals are constantly being updated so as to be as current as possible.

7. Resident Assistance Programs, wherein members of the Public Education Section will assist homeowners and residents in the proper

placement of smoke detectors; fire extinguishers;and in the preparation of a home escape plan in case of fire.

8. Fire Prevention Week program,where the Department takes advantage of the additional exposure received to Fire Prevention, especially in the schools,by presenting fire prevention programs to the elementary schools accompanied by visits with fire apparatus and equipment,and concluding with a special fire prevention program and demonstration on the Saturday ending the Fire Prevention Week. In the past,we have used the"Kiddie Rides" on the fire trucks on this day as an attention grabber to bring people down,which has proven to be quite successful.

TATISTICS FOR 1983-84

The following is the annual report of activity for the Public Education Section for the year April 1 1983 to March 31,1984 :

1. Total Events : 52
    a. public presentations : 17
    b. material distributions: 11
    c. invalid shield placements:10
    d. administrative : 7
    e. other(resident assistant): 7

2.TOTAL NUMBER OF LITERATURE DISTRIBUTED TO PUBLIC : 9,715

3. NUMBER OF HOURS PERFORMED : 125

4. Number of People Contacted: 8,565

Bureau of Fire Prevention
Wright Avenue
Lynbrook, New York 11563

SOURCE OF MATERIALS

The Public Education Section has made considerable use of all the materials published by the Natl. Fire Protection Assn. We have found these materials to be most informative, well presented and attractive to the public. These materials are purchased from the NFPA. In addition,we have made use of several of the NFPA slide programs for use in presentation of topics on smoke detectors; exit drills in the home;and on fire safety to children.

One of our most valuable sources for materials,however, is from the N.Y.State Office of Fire Prevention and Control. While the materials distributed from N.Y.S. is as informative and well presented as the NFPA materials,the fact that they are provided at no cost to us from the State makes them extremely valuable for our use. While they may not be as attractive as the NFPA materials,the contents are similar and we have been making considerable use of all materials we are able to receive from NY State.

In addition,we have been using films which we have been able to borrow from several sources,including from the Nassau County Fire Marshal and from the Nassau County Fire Service Academy(VEEP Fire Safety Education).

Since our start,the Public Education Section has been making use of our own prepared materials and visual aids. Overhead transparencies for public presentations,home safety checklist handouts,and slide programs on the fire service and the Fire Department are all personally prepared programs which we use considerably. Many of the ideas for these programs have been borrowed and adapted to our use from other professionally made programs.

FUTURE PLANS

In the eight years that Public Education has been operating in the Lynbrook Fire Department,we have come a long way. We have been able to establish a program of fire prevention that reaches far out into the community. Yet,as far as we have gone,we have only begun to scratch the surface. We look forward to advancement in the following areas:

1. Video Programs. We hope to begin the preparation of our own library of video programs on various topics of fire prevention and fire safety,so that we may take advantage of our local Cable TV company's air time,and also to make use of the school districts air time. We hope to put several programs onto video,so that we could periodically have them shown on Cable TV or dropped off at schools for viewing by students.

2. DOCUMENTATION OF PROGRAMS: We have found that,although there are many sources for films and materials,there is not very much in the area of Scripts for program presentations. The Public Education Section uses its own script for program presentations for each of the topics we present,as well as for the individual age category. We would like to document these scripts better,so that any member wishing to present a particular program,need only pick up the Script Folder and follow the outline..

3. Learn Not To Burn Curriculum: We had been working with The Nassau County Fire Safety Education (V.E.E.P.) in attempting to have the Learn Not To Burn Curriculum implemented in the school district. This is one area that is extremely important,and one objective that that we should obtain. We would like to see the L.N.T.B Curriculum implemented,so as to further maintain the presentation of fire prevention to the children in school.

CONCLUSION

The objective of presenting fire prevention to the community 52 weeks a year has been our goal from the start. While the figures we reached for 1983-84 may be somewhat impressive,what is even more important is that we have been able to increase our figures from each year. The more people we can contact and the more pieces of literature we can distribute,the better chance we have of maintaining a fire safe community.What we have achieved,we have done on a limited financial budget. What we would like to do in the future,is to continue to grow. Fire Safety Through Education!

Prepared June 1984
By: John A. Cornicello,Director Public Education

EXECUTIVE SUMMARY

The New York State Fire Reporting System (FRS) is the central data collection agency for the fire service in the State. Incident reports from more than 1,800 fire departments throughout the State provide essential information about the causes and effects of fires; the safety of consumer products; the adequacy of fire safety and building codes at state and local levels; abnormalities or difficulties in fire department response patterns; and many of the other elements of fire service activities.

On the State and local level, the data gathered from the reports is used to identify problem areas and to supply the information necessary for appropriate legislative action; establishing management policies; identifying training needs; and formulating improvements for the fire service in general.

After reviewing and analyzing the 1982 data obtained from the Fire Reporting System, some of the statistics that were noted include:

-- fire departments responded to 756,778 incidents in New York State;

-- fire departments responded to 236,826 fires of all types, including 85,745 structure fires;

-- 530 people died as a result of fires;

-- in suburban and rural areas of the State, heating was the number one cause of residential fires, accounting for 55.7 percent;

-- in residential buildings in suburban and rural areas, chimneys were the leading "area of origin," responsible for 33 percent of the fires; and

-- school fires in educational facilities have been averaging 850 annually since 1976.

Fire chiefs, prevention officers, code administrators, researchers, government officials, and others concerned with the fire problem are using this type of data more frequently. In so doing, communities can ensure that fire prevention efforts are targeted accurately at problems causing the most damage -- be it human casualties or property loss.

There is no single, simple solution to the State's fire problem. We can only seek to minimize the losses through a thoughtful, comprehensive mix of alternatives directed towards controlling the hazards.

We must come up with a coordinated plan of action, aimed not just at today and tomorrow, but to the months and years ahead. It is believed that the following strategies will move communities one step closer to this objective:

-- developing a public fire safety education program on proper installation of solid fuel heating devices (wood, coal), as well as programs for adults and children;

-- advocating proper use and care of chimneys used with heating devices;

-- installing and maintaining smoke detectors in individual households;

-- encouraging families to develop and practice home escape plans;

-- developing and supporting arson awareness and prevention programs within communities;

-- becoming acquainted with local fire departments and the services they provide;

-- continuing research and development of residential sprinkler systems and encouraging their use in the housing industry; and

-- participating in the Fire Reporting System and continuing to monitor the fire experience and encouraging the safe use of portable heating devices, such as kerosene heaters, LP gas cabinet heaters, and portable electric heaters.

INCORPORATED VILLAGE OF LYNBROOK

APPENDIX # 4
STATEMENT BY
MICHAEL CHIARAMONTE

INTER-DEPARTMENTAL COMMUNICATION

Date June 8, 19 84

FROM: Richard J. Taigue, Deputy Village Attny. DEPARTMENT

TO: Mayor and Board of Trustees DEPARTMENT

SUBJECT Proposed Local Law to Amend the Code of theVillage of Lynbrook - Local Law No. _______ of the year 1984

A Local Law amending Chapter 126 of the Village Code, Fire Prevention, by adding additional sections thereto.

Be it enacted by the Board of Trustees of the Village of Lynbrook as follows:

Section 1. The following sections are hereby made a part of Chapter 126 of the Village Code:

Section 126-3.1 - Emergency Lighting

A. On or before February 1, 1985, all multiple dwellings, hotels, boardinghouses and rooming houses, as defined in Chapter 252 of the Code, shall be provided with emergency lighting facilities, at all stairwells and hallways therein, sufficient to provide at least 100 foot candles of illumination at the floor level. Such lighting shall be on circuits that are separate from the general lighting and power circuits, either taken off ahead of the main switch or connected to a separate emergency lighting power source, and be arranged to operate automatically in the event of failure of the normal lighting system.

B. Emergency lighting facilities and the wiring therefor shall conform with the requirements of Chapter 112 of the Code.

Section 126-3.2 - Display of Street Address

All business units, as defined in Chapter 185 of theCode, and all multiple dwellings, boardinghouses, and rooming houses as defined in Chapter 252 of the Code, must display prominently their respective street address identification with numerals which shall at all times be easily visible from the street and free of all obstructions. Such identifying numerals must be at least five inches high and one-half inch wide.

SIGNED ....

Section 126-30 - Smoke Detecting Devices

A. On or before February 1, 1985, all multiple dwellings, boardinghouses and rooming houses, as defined in Chapter 252 of the Code, shall be equipped with smoke detecting devices, as hereinafter provided, which shall be installed in every dwelling unit therein and every hallway and stairway thereof at intervals sufficient to provide optimum detection of smoke.

B. All smoke detecting devices required to be provided and installed within dwelling units pursuant to this Section shall be approved and listed by a nationally recognized independent laboratory and shall be of the ionization chamber or photo-electric type and powered by one or more nine volt batteries with a warning signal for low battery power.

C. All smoke detecting devices required to be provided and installed in hallways and stairways pursuant to this Section shall be approved and listed by a nationally recognized independent laboratory and shall be of the hardwire alternating current type receiving their primary power from the building wiring.

D. The owner of any multiple dwelling, boardinghouse or rooming house shall be and remain responsible for the maintenance and good-working order of all smoke detecting devices required by Subsection C of this Section and, after initial installation by such owner of smoke detecting devices in dwelling units as required by Subsection B of this Section, the tenant or occupant of such dwelling unit shall become responsible for the maintenance and good-working order of all smoke detecting devices therein.

Section 126-31 - Fire Escape Ladders

On or before February 1, 1985, all boardinghouses and rooming houses as defined in Chapter 252 of the Code shall provide National Fire Protection Agency approved chain escape ladders encased within a wooden or metal container and located immediately near one or more windows of all bedrooms or other rooms ordinarily used for sleeping and which rooms are located one or more floors above ground level.

Section 126.32 - Required Signs

A. On or before February 1, 1985, every multiple dwelling as defined in Chapter 252 of the Code shall be provided with a sign posted and maintained in a conspicuous place in the main lobby thereof indicating by diagram the location, floor by floor, of all apartments and the location of all electrical closets, gas valve shutoffs, storerooms, garages, compactor rooms, garbage chutes and boiler rooms therein.

B. Such signs shall be no smaller than 24 inches by 36 inches and shall contain a diagram displaying the information required by Subsection A of this Section in a clearly understandable manner and in form acceptable to the Bureau of Fire Prevention of the Village of Lynbrook, which shall, on request, render reasonable assistance and make suggestio for the preparation of signs required hereunder.

Section 126.33 - Portable Kerosene Heaters Prohibited

A. On and after November 1, 1984, portable kerosene heaters of any type or brand shall be prohibited for use as a heating source within any business unit as defined in Chapter 185 of the Code.

B. In the event that an approved heating system fails to function or is otherwise inoperative because of alterations affecting the heating system, or an approved heating system is unavailable during new construction, an application to suspend the provisions of Subsection A of this Section may be made to the Bureau of Fire Prevention of the Village of Lynbrook which, upon good cause shown by such applicant, may grant written permission for the use of one or more portable kerosene heaters upon terms and conditions deemed advisable under the circumstances.

Section II - Effective Date

This local law shall become effective as prescribed therein and otherwise effective immediately as prescribed by law.

RT:mah
cc: Jay F. Korth, Village Attorney
Michael Chiaramonte, Chief-Fire Inspector

Mr. **Walgren**. Well, thank you very much.

I could not sum up the importance of that testimony and again, simply say that I just feel that the committee did the right thing by coming and hearing these particular witnesses today, and your emphasis on prevention and the difficulty at getting through to people, certainly we hear loud and clear and we hope that we can provide some direction to the efforts that are made on the Federal in that way and that we can be more effective in that area in the future.

I certainly appreciate the opportunity to be here in Nassau County and would yield to Mr. McGrath to close the hearing.

Mr. **McGrath**. Thank you very much, Doug, and let me once again thank you for authorizing the hearing here in the county, as we have done in Pittsburgh and will do then in Washington, and do wherever we have to, to continue to make the effort that if, for no other reason, a hearing was held and some attendant publicity will be given, we will have a strong record of successful fire prevention programs and what the departments are doing throughout this country and will be able to take our message back.

It does not surprise me that Mike Chiarmonte, Chief Scott, or many others never heard of FEMA. What has FEMA done to promote itself? It is only recent that efforts have been made more specifically, I think maybe even last October that efforts have been made to have a coordinated effort that would lend attention to the fire problem that we know we have in this country that was outlined 10 years ago with this study. So, I am delighted that we were able to have this hearing today in this county, and delighted that each of you took so much time out, this was supposed to last for a few hours and now we are down on the four and a half. I am delighted that all of you have given of your time and effort and energy to present us with testimony that will certainly go into a permanent record that we will be able to share with our colleagues, and not only in the committee, but in the Committee of the Whole House, so that when programs like FEMA and other fire programs are brought to the floor, that we will be able to stand up and say, "Yes, in Nassau County, this is what they are doing. They are spending one-third of what is being spent in the rest, by the Federal Government and the rest of the whole country, for the rest of the whole country, and certainly we should not even being thinking about cutting these types of programs."

So, I am grateful to all of you, and as a resident of this county, I am grateful to all of you for the efforts that you have put forth on behalf of all the residents in preserving our lives and property in the exercise of a voluntary duty. I want to thank you.

[Whereupon at 1:30 p.m., the proceedings in the above entitled matter were closed.]

APPENDIX

Additional Material Submitted for the Record, October 14, 1983, Hearing

CITY OF PITTSBURGH

Fire Department
CHIEF
CHARLES A. LEWIS

Fire Prevention Division
Public Safety Building
Pittsburgh, PA 15219
(412) 255-2866

PENNSYLVANIA
"CITY OF CHAMPIONS"

NATIONAL FIRE PREVENTION WEEK

OCTOBER 9 -- 15, 1983

THEME: LEARN NOT TO BURN THROUGHOUT THE YEAR

The theme this year emphasizes the importance of maintaining good fire prevention practices throughout all four seasons of the year.

TYPICAL HAZARDS CAN BE SEASONALLY RELATED

In the SPRING attention should be directed to clean-up activities, removing hazards and improving general housekeeping practices.

The SUMMER season brings with it special hazards related to the handling of flammable liquids in lawn equipment and outdoor cooking appliances. Fireworks are an especially dangerous hazard.

We are now into the FALL season which brings with it many opportunities for fire prevention practices. This is the season for brush fires and the beginning of heating equipment useage.

The Fire Department is placing particular emphasis this year on the safe use of kerosene heaters in the home, and wishes to alert all city residents to new code regulations relating to these portable heating appliances.

Kerosene heaters are permitted for use only in one and two family dwellings. All other uses are prohibited.

A special detailed presentation in the safe and proper uses of kerosene heaters, can be viewed on the City Government Cable Channel 17 at regularly scheduled intervals.

Most prominent in the WINTER season are the hazards concentrated around the Christmas season. Faulty and improper wiring, excess storage problems, and traditionally, the special fire hazards connected with Christmas trees.

Although we set aside this one week each year to bring special attention to the Fire Prevention message, it must be noted that Fire Prevention must be a year round activity in order to mitigate the dangers and consequences of the ravages of fire.

Charlie Lewis

PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
P.O. BOX 3321
HARRISBURG, PENNSYLVANIA 17105
(717) 783-8150

October 11, 1983

The Honorable Doug Walgren
U. S. House of Representatives
2441 Rayburn House Office Building
Washington, DC 20515

Just a note, Representative Walgren...

to let you know, personally, the good news.

We have just received Pennsylvania's 1982 fire death data -- and, for the first time ever, we have dipped below the 300 mark of lives lost from fire to a low of 290, with an overall reduction since 1976 of 25%!

During this fire prevention week, I am sure you join with me in celebrating this significant plateau. The important thing now, however, is not to lose our momentum or become complacent. Our next immediate goal is to reduce the figure below 250; our next big targeted goal is to break the 200 mark.

Several related items are attached for your review. The first two are the Proclamations recently signed by the Governor, and the remaining items pertain to our 1982 fire death data. I am sure you will be interested in the figure for the Eighteenth District.

Please accept my thanks for the work you are doing in Washington, and my offer to be of assistance to you or to your constituents in any matter pertaining to fire safety.

Sincerely,

Chet

CHARLES A. HENRY
State Fire Commissioner

djz
Attachments

PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY
P.O. BOX 3321
HARRISBURG, PENNSYLVANIA 17105
(717) 783-8150

FIRE DEATHS BY COUNTIES IN PENNSYLVANIA

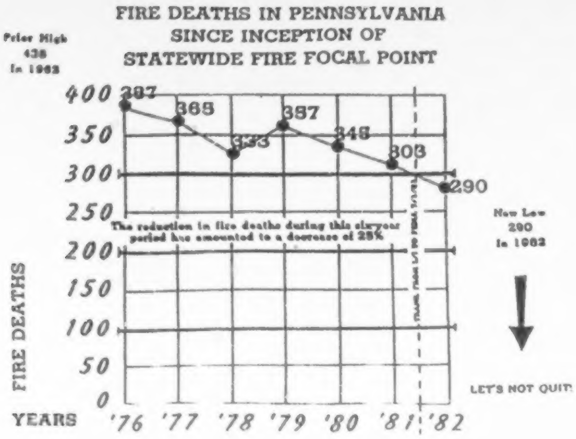
1982

COUNTY	TOTAL DEATHS	(DWELLING DEATHS)	COUNTY	TOTAL DEATHS	(DWELLING DEATHS)
Adams	2	2	Lackawanna	7	4
Allegheny	33	17	Lancaster	0	0
Armstrong	7	6	Lawrence	1	1
Beaver	8	6	Lebanon	2	1
Bedford	1	1	Lehigh	1	1
Berks	4	2	Luzerne	9	5
Blair	1	1	Lycoming	3	3
Bradford	3	3	McKean	0	0
Bucks	1	1	Mercer	6	6
Butler	5	4	Mifflin	1	0
Cambria	4	2	Monroe	1	1
Cameron	0	0	Montgomery	9	7
Carbon	0	0	Montour	1	1
Centre	4	3	Northampton	3	0
Chester	3	2	Northumberland	4	1
Clarion	1	1	Perry	0	0
Clearfield	0	0	Philadelphia	85	68
Clinton	0	0	Pike	1	1
Columbia	0	0	Potter	0	0
Crawford	0	0	Schuylkill	5	5
Cumberland	3	3	Snyder	0	0
Dauphin	8	8	Somerset	1	1
Delaware	10	6	Sullivan	0	0
Elk	0	0	Susquehanna	0	0
Erie	8	4	Tioga	4	3
Fayette	3	3	Union	1	1
Forest	0	0	Venango	0	0
Franklin	1	1	Warren	0	0
Fulton	1	1	Washington	12	11
Greene	1	1	Wayne	2	2
Huntingdon	0	0	Westmoreland	6	3
Indiana	2	2	Wyoming	1	1
Jefferson	3	1	York	7	6
Juniata	0	0			

TOTALS..........................290..............214

djz

SOURCE: State Fire Commissioner's Office, OFSS/PEMA



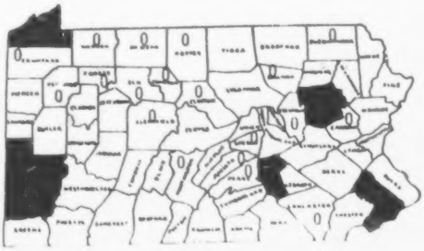
FIRE DEATHS BY COUNTIES IN PENNSYLVANIA 1982

TOTAL FIRE DEATHS BY COUNTY - 1982

1.	PHILADELPHIA	85
2.	ALLEGHENY	33
3.	WASHINGTON	12
4.	DELAWARE	10
5.	LUZERNE	9
6.	MONTGOMERY	9
7.	BEAVER	8
8.	DAUPHIN	8
9.	ERIE	8

TOTAL DWELLING FIRE DEATHS BY COUNTY - 1982

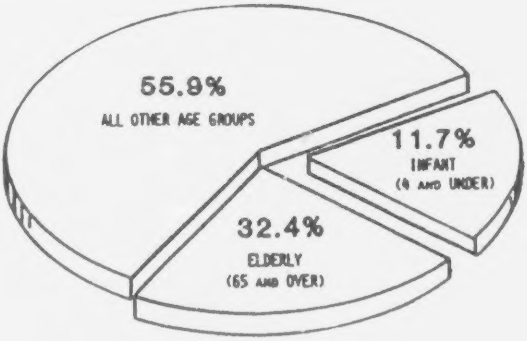
1.	PHILADELPHIA	68
2.	ALLEGHENY	17
3.	WASHINGTON	11
4.	DAUPHIN	8
5.	MONTGOMERY	7
6.	ARMSTRONG	6
7.	BEAVER	6
8.	DELAWARE	6
9.	MERCER	6



FIRE DEATHS BY AGE GROUPINGS IN PENNSYLVANIA

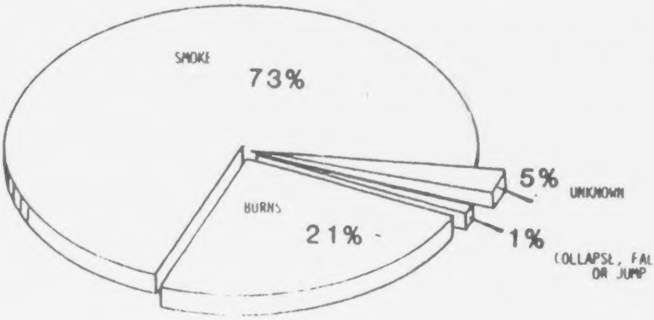
1982

AGE GROUPS	TOTAL FIRE DEATHS	% OF TOTAL	FIRE DEATH RATE
INFANTS UNDER 5	34	11.7%	2.9
CHILDREN UNDER 10	53	18.3%	4.5
TEENAGERS 10-19	27	9.3%	2.3
ALL CHILDREN 14 AND UNDER	69	23.8%	5.8
YOUNG ADULTS 20-30	28	9.7%	2.4
ADULTS 30-44	34	11.7%	2.9
MIDDLE-AGED ADULTS 45-64	54	18.6%	4.5
ELDERLY 65+	94	32.4%	7.9



CAUSES OF DWELLING FIRE DEATHS IN PENNSYLVANIA

1982



COMMONWEALTH OF PENNSYLVANIA
GOVERNOR'S OFFICE
HARRISBURG

PROCLAMATION

FIRE PREVENTION WEEK
OCTOBER 9 - 15, 1983

Pennsylvania is proud to join in the nation's annual observance of Fire Prevention Week to promote fire safety practices in our residences, schools and businesses and to pay public tribute to our valiant firefighters who provide essential protection to all citizens.

Because of Pennsylvania's professional and volunteer firefighting forces and our growing cadre of fire safety educators, there has been a steady decline in the annual loss of life from fire in the Commonwealth. In the past six years, death by fire has decreased by 25 percent -- a significant achievement -- thanks to the impressive accomplishments of Pennsylvania fire companies, the intensive leadership and fire prevention efforts of our state Fire Commissioner's office and an increasing awareness by our citizens of the hazards and horrors of fire.

While the number of lives lost in fire in our state decreased to an all-time low in 1982, an increasing percentage of our senior citizens lost their lives to fire because of the ignition of their own clothing. As a result, we are actively working with older Pennsylvanians to reduce these life-threatening odds by educating them on good fire safety habits. In addition, because most fire deaths are caused by smoke, not flames, and occur in fires that happen at night while the victims are asleep, we continue to encourage the placement of smoke detectors in every home throughout the Commonwealth.

As we endeavor to continue reducing the number of deaths caused by fire, it is vital that all Pennsylvanians realize the importance of practicing better fire prevention measures. Indeed, it is the responsibility of state and local governments, firefighting and related service organizations, and the entire civilian community to join together in a concerted effort to protect our lives and property from destruction by fire.

Therefore, I, Dick Thornburgh, Governor of the Commonwealth of Pennsylvania, do hereby proclaim October 9 - 15, 1983 as FIRE PREVENTION WEEK in the Keystone State. I urge all Pennsylvanians to support the life-saving work of their local fire departments and to engage in good fire prevention methods in all facets of their daily lives.

GIVEN under my hand and the
Seal of the Governor, at
the City of Harrisburg,
this fourth day of October
in the year of our Lord
one thousand nine hundred
and eighty-three, and of
the Commonwealth the two
hundred and eighth.

Dick Thornburgh
Governor

COMMONWEALTH OF PENNSYLVANIA
GOVERNOR'S OFFICE
HARRISBURG

PROCLAMATION

FIREFIGHTERS AND THEIR AUXILIARIES DAY
OCTOBER 9, 1983

The tragedy of fire affects the lives and livelihoods of all Pennsylvanians. Each year, fires in homes, woodlands, schools and industry cause hundreds of deaths and thousands of injuries, not to mention the loss of millions of dollars in property damage. Yet the losses incurred by fire would be greater indeed were it not for the brave and unselfish actions of our professional and volunteer firefighting companies, fire service organizations and their ladies auxiliaries.

Pennsylvania takes great pride in the exemplary spirit of volunteerism displayed in the Keystone State, and we greatly appreciate the services provided by our volunteer and professional firefighting forces and related organizations. These dedicated men and women respond quickly to the sound of the fire alarm, rushing off on a moment's notice to aid their fellow citizens despite the hazards that might confront them. In doing so, they bravely face incredible dangers in a vital effort to save lives and property.

Fire companies and fire service organizations also provide other essential community services such as family fire safety education programs, fire prevention seminars in our schools, and special instruction for senior citizens. It is essential that all citizens cooperate fully with these companies and organizations so that all Pennsylvanians can lead fulfilling lives without fear of the devastating effects of fire.

Therefore, I, Dick Thornburgh, Governor of the Commonwealth of Pennsylvania, do hereby proclaim October 9, 1983 as FIREFIGHTERS AND THEIR AUXILIARIES DAY in the Commonwealth in recognition of the commitment and dedicated life-saving work of our firefighters, fire service organizations and their ladies auxiliaries. I urge all citizens to support and participate in programs sponsored by these individuals and associations so that we can all wage a constructive battle against the destructive effects of fire.

GIVEN under my hand and the
Seal of the Governor, at
the City of Harrisburg,
this fourth day of October
in the year of our Lord
one thousand nine hundred
and eighty-three, and of
the Commonwealth the two
hundred and eighth.

Dick Thornburgh
Governor

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD, JUNE 22, 1984, HEARING

DON FUQUA (Fla.), Chairman

ROBERT A. ROE, N.J.
GEORGE E. BROWN, JR., CALIF.
JAMES H. SCHEUER, N.Y.
RICHARD L. OTTINGER, N.Y.
TOM HARKIN, IOWA
MARILYN LLOYD, TENN.
DOUG WALGREN, PA.
DAN GLICKMAN, KANS.
ALBERT GORE, JR., TENN.
ROBERT A. YOUNG, MO.
HAROLD L. VOLKMER, MO.
BILL NELSON, FLA.
STAN LUNDINE, N.Y.
RALPH M. HALL, TEX.
DAVE MC CURDY, OKLA.
MERVYN M. DYMALLY, CALIF.
PAUL SIMON, ILL.
NORMAN Y. MINETA, CALIF.
RICHARD J. DURBIN, ILL.
MICHAEL A. ANDREWS, TEX.
BUDDY MAC KAY, FLA.
TIM VALENTINE, N.C.
HARRY M. REID, NEV.
ROBERT G. TORRICELLI, N.J.
FREDERICK C. BOUCHER, VA.

U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON SCIENCE AND TECHNOLOGY
SUITE 2321 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
(202) 225-6371

LARRY WINN, JR., KANS.
MANUEL LUJAN, JR., N. MEX.
ROBERT S. WALKER, PA.
WILLIAM CARNEY, N.Y.
F. JAMES SENSENBRENNER, JR., WIS.
JUDD GREGG, N.H.
RAYMOND J. MC GRATH, N.Y.
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SHERWOOD L. BOEHLERT, N.Y.
ALFRED A. MC CANDLESS, CALIF.
TOM LEWIS, FLA.

HAROLD P. HANSON
Executive Director
ROBERT C. KETCHAM
General Counsel
DAVID S. JEFFERY
Minority Staff Director

June 28, 1984

Hon. Fred J. Villella
Executive Deputy Director
Federal Emergency Mgt. Agency
Washington, D.C. 20472

Dear Mr. Villella:

I would like to thank you for appearing at the Subcommittee hearing in Mineola, New York on June 22nd. As a follow-up to the hearing, the Subcommittee would like you to respond to several questions that were raised during the hearing.

Your prompt rely to the questions by July 13 would be appreciated.

Sincerely,

Doug Walgren

DOUG WALGREN, Chairman
Subcommittee on Science,
Research and Technology

cb

Control No. 1793-84					
A = ACTION			X = INFO		
X	DIR		GC		SL
	EX DEP		IG		SL-RO
	EA		AE		NP
	PA	A	TE-NC		FA
X	CR		EMPB		IA
	IF				RM
	EO				
	SP			X	FILE

Follow-up Questions for Mr. Villella

Community-Based Volunteer Fire Prevention Program

1. What method did FEMA use to publicize the community-based volunteer program to the ten states selected to receive the grant?

2. The Nassau county firefighters raised the issue of information on the community based program not getting to them in time to apply for a grant. What recommendations does FEMA have to better publicize this program to a broader fire service audience next year?

3. Concern was raised as to possible misuse of such funds at the state level, particularly due, to politicization. What means will FEMA pursue to monitor the use of these Federal dollars and maintain the intention and integrity of the program?

4. What are FEMA's plans for the program in FY1985? What will be the funding level?

5. Will each state governor's office or FEMA officials select recipients of the grants? If an exemplary program is developed and funded in FY84, will FEMA continue to fund that program in FY85?

National Firehawk Foundation

1. In early January of this year, FEMA staff set up an appointment for a representative from the National Firehawk Foundation to meet with Science Committee staff. The FEMA staff described the program as a "unique FEMA inspired program for juvenile firesetters". What is FEMA's current assessment of this program?

2. Provide the Subcommittee with a detailed description of FEMA's juvenile firesetters program. Is the National Firehawk Foundation program complementary to FEMA's current juvenile firesetters program?

3. During the hearing, Ms. McLauglin expressed a concern that FEMA would renege on an agreement made to fund three research projects of the National Firehawk Foundation in FY1984. The research projects included: a study of whether there is a correlation between child firesetters and adult arsonists, the establishement of a comprehensive statistical data collection system on the number of child firesetters, and the development of a "friend of the court" training program which would train judicial personnel to work with juvenile firesetters. Is there a need for this research? Was an agreement made to fund these projects in FY1984? If so, what is the status of this agreement?

4. Are there outstanding gaps in research knowledge regarding juvenile firesetters? What are FEMA's plans and budget for research on juvenile firesetters in FY1984 and FY1985?

COMMUNITY BASED VOLUNTEER FIRE PREVENTION PROGRAM

Question: What method did FEMA use to publicize the community-based volunteer program to the ten states selected to receive the grant?

Answer: The initial announcement of the Community Based Volunteer Fire Prevention Program and the 10 pilot states selected to participate was made on Thursday, February 2, 1984, at the National Conference on Fire Safety and Burn Education. This Conference was attended by 700 persons with interests in Fire and Life Safety. In addition the following were accomplished:

-a press kit was prepared and mailed to the general and fire press media;

-individual press releases and information was sent to the media in the 10 selected pilot states;

-letters and fact sheets on the program were sent to each Member of Congress from the 10 pilot states;

-a White House briefing was given for the private sector that described this program and other planned fire prevention and control efforts.

Question: The Nassau county firefighters raised the issue of information on the community based program not getting to them in time to apply for a grant. What recommendations does FEMA have to better publicize this program to a broader fire service audience next year?

Answer: In each state the Governor's office is responsible for securing participation in the Community Volunteer Fire Prevention Program. Timetables were established and guidelines provided to assist in this process. FEMA is in the process of instituting a long range public awareness programs which specifically address a broad audience including the fire service. It is important to note that this program is not a fire department project as such, but is intended to include a variety of community organizations including fire departments.

Question: Concern was raised as to possible misuse of such funds at the state level, particularly due to politicization. What means will FEMA pursue to monitor the use of these Federal dollars and maintain the intention and integrity of the program?

Answer: The Governor's representative must submit a detailed proposal and accompanying budget in conformance with FEMA guidelines. This proposal is reviewed by our Project Manager and Office of the Comptroller and if acceptable, the award will be made. During the contract period, FEMA will monitor expenses and activities to insure compliance with the intention and integrity of the program with our Regional office staff participating in this effort.

Question: What are FEMA's plans for the program in FY 1985? What will be the funding level?

Answer: The Congress recently provided increased funding for this program that now will total 2 million dollars. This funding level will allow the current projects to continue and permit program expansion to 15 or 20 additional states.

Question: Will each state governor's office or FEMA officials select recipients of the grants? If an exemplary program is developed and funded in FY 1984, will FEMA continue to fund that program in FY 1985?

Answer: The Governor's Office recommends programs to FEMA, and FEMA select. It is essential that all proposals comply with our published guidelines. It is our intention to fund programs for three years, with reduced federal funding for the second and third years.

NATIONAL FIREHAWK FOUNDATION

Question: In early Janaury of this year, FEMA staff set up an appointment for a representative from the National Firehawk Foundation to meet with Science Committee staff. The FEMA staff described the program as a "unique FEMA inspired program for juvenile firesetters". What is FEMA's current assessment of this program?

Answer: The juvenile firesetter problem is complex and no single program can address this complexity. Each local jurisdiction must address their particular juvenile problem and incorporate strategies to target that problem. The Firehawk Program has demonstrated its effectiveness in areas where it has been successfully implemented. FEMA has in the past, and will in the future, support the National Firehawk Foundation, along with the other programs that impact on the juvenile fire problem.

Question: Provide the Subcommittee with a detailed description of FEMA's juvenile firesetters program. Is the National Firehawk Foundations program complementary to FEMA's current juvenile firesetters program?

Answer: The juvenile firesetter problem occurs in three general age groupings land under: 7 to 14, and 14 to 18 years of age. To address these various age groupings FEMA provides assistance through the following activities:

- o The Childrens Television Workshop (Sesame Street);
- o Technical Assistance to Cities and States in instituting juvenile firesetters mitigation programs;
- o National Juvenile Firesetters Workshops, the latest one in March of this year, that bring together experts in the fields of Education, Mental Health, the Fire Service, Juvenile Justice, Insurance, Media, Youth Services, and Community Goups;
- o Developing and publishing of Guideline Manuals;
- o Developed and tested a "Big-Brother" program approach with the San Francisco Fire Department. Today this program concept is being shared through a national network of The National Firehawk Foundation.

The National Firehawk Foundation is complementary to FEMA's current Juvenile Firesetter Program.

Question: During the hearing, Ms. McLaughlin expressed a concern that FEMA would renege on an agreement made to fund three research projects of the National Firehawk Foundation in FY 1984. The research projects included: a study of whether there is a correlation between child firesetters and adult arsonists, the establishment of a comprehensive statistical data collection system on the number of child firesetters, and the development of a "friend of the court" training program which would train judicial personnel to work with juvenile firesetters. Is there a need for this research? Was an agreement made to fund these projects in FY 1984? If so, what is the status of this agreement?

Answer: I have spoken with Ms. McLaughlin, on a number of occasions, regarding the juvenile firesetter problem and the program that the Firehawk Foundation administors to alleviate this problem. I have advised her to send detailed proposals to Harry Walsh, the appropriate program manager in our United States Fire Administration. I have instructed Mr. Walsh to give serious consideration to these proposals when they are submitted. No commitment was made by FEMA to fund the three projects suggested by Ms. McLaughlin. On June 20, 1984, a proposal was received from the National Firehawk Foundation to trace the progression of fire setting behavior from juvenile to adult. FEMA/USFA feels there is a need for this type of study. We are presently in the process of negotiating a contract with the Firehawk Foundation for this study.

Question: Are there outstanding gaps in research knowledge regarding juvenile firesetters? What are FEMA's plans and budget for research on juvenile firesetters in FY 1985?

Answer: Yes, there are gaps. The juvenile firesetter problem is a complexity of many inter-related pieces and much remains to be done. The problem ranges from the curious child who strikes a match to the psychologically disturbed child. Certainly in some situations the entire sociological structure of community, home life, peer pressure, etc., bear on the problem. In a great number of areas, states and local jurisdictions protect the juvenile by confidentiality of records and information which makes research more difficult.

FEMA intends to continue research and assistance in this field and will fund these activities to the maximum level available within our program priorities.

Federal Emergency Management Agency
Washington, D.C. 20472

7/26/84

To: Mr. Walgren
Thru: Florrie Eubanks
Fr: Joe Foley
Congressional Relations

Attached is the package of anti-arson grant announcements. While this program is separate from the 10 State Community Volunteer Fire Prevention Program discussed in Mineola and soon to be announced, Mr. Fred Villella, our Exec. Dep. Director and Associate Director for Training and Fire Programs, wanted you to have it this morning as the announcements were being made.

cc: Carye Brown

USFA ANTI-ARSON DISCRETIONARY GRANTS - DISTRIBUTION BY STATE

STATE	GRANT #1	GRANT #2	GRANT #3	GRANT #4
Connecticut	Citizens for Action in New Britain, Inc.			
Florida	Green House of Central Florida, Inc.			
Massachusetts	Urban Educational Systems, Inc. (Rep. Moakley)	City of Springfield/ Prevention of Arson (Rep. Boland)	Nueva Esperanza (Rep. Conte)	
New York	People's Firehouse	Flatbush Dev. Corp. Arson Prevention Proj.	N.W. Bronx Community & Clergy Coalition	NY Neighborhood Anti-Arson Center
Ohio (Rep Stokes)	Cleveland Anti-Arson Coalition			
Pennsylvania	Kensington Action Now (K.A.N.)			
Rhode Island	Stop Wasting Abandoned Property			

CONNECTICUT

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

1 of every 2 school fires
1 of every 4 institutional fires
1 of every 5 store fires
1 of every 10 residential fires
1 of every 4 warehouse fires

The Federal Emergency Management Agency, through its United States Fire Administration (USFA), and National Fire Academy, (NFA) continues its leading role in attacking the arson problem through a broad range of anti-arson efforts. The development of the Arson Information Management System and the Arson Resource Directory are services available to local communities to help them combat their arson problem. Arson detection and investigation courses at NFA are available to local community, fire and police departments to improve their management of the arson problem. Other tools that have been developed are Juvenile Firesetter Counselling programs and workshops, arson victim assistance materials, and on-site technical assistance.

In FY '84, FEMA/USFA implemented a program to assist local community-based, anti-arson organizations and expand their program activities. FEMA/USFA has specifically designated $300,000 in program funds to be made available to local community-based, anti-arson organizations. Twelve projects have been selected that include:

RECIPIENT/APPLICANT:

Citizens for Action in New Britain, Inc.
19 Chestnut Street
New Britain, CT 06051

CONTACT:

Laura Lockwood
Executive Director
(203)-225-7683

FUNDING:

Proposed
Amount $ 23,000

PURPOSE:

1. Develop a file on every building within four target neighborhood areas to uncover those factors which signal potential arson.

2. Involve direct participation of large number of residents who will be trained to research and deal with problem properties. Residents will monitor houses on their own streets and will be trained to pinpoint arson indications. Using the tenant/neighborhood association unit, residents will then intervene to stop the cycle of deterioration leading to arson.

FLORIDA

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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1 of every 5 store fires
1 of every 10 residential fires
1 of every 4 warehouse fires

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RECIPIENT/APPLICANT:

The Green House of Central Florida, Inc.
231 East Colonial Drive, Suite #2
Orlando, Florida 23801

CONTACT: Kathleen Petree (305)-422-1521

FUNDING: Proposed Amount $ 20,000

PURPOSE: To assist the Green House Anti-Arson Strategy Program in achieving its goals of:

- increasing involvement and interaction between community groups and fire service organizations
- building a comprehensive community anti-arson program in Central Florida
- encouraging community participation and responsibility in reducing arson related fires

Specific Activities include:

1. Interact with the area's fire service organizations to determine and update information regarding the problem.
2. Convene a Think Tank to address the local arson problem.
3. Disseminate information regarding the fire problems in Central Florida and discuss strategies to reduce these problems with neighborhood and community groups.
4. Design and implement a program strategy that will show a positive reduction in the community's previously established fire problems. Volunteers will be included in this program strategy.

MASSACHUSETTS

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

1 of every 2 school fires
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The Federal Emergency Management Agency, through its United States Fire Administration (USFA), and National Fire Academy, (NFA) continues its leading role in attacking the arson problem through a broad range of anti-arson efforts. The development of the Arson Information Management System and the Arson Resource Directory are services available to local communities to help them combat their arson problem. Arson detection and investigation courses at NFA are available to local community, fire and police departments to improve their management of the arson problem. Other tools that have been developed are Juvenile Firesetter Counselling programs and workshops, arson victim assistance materials, and on-site technical assistance.

In FY '84, FEMA/USFA implemented a program to assist local community-based, anti-arson organizations and expand their program activities. FEMA/USFA has specifically designated $300,000 in program funds to be made available to local community-based, anti-arson organizations. Twelve projects have been selected that include:

RECIPIENT/APPLICANT:

Urban Educational Systems, Inc.
75 Kneeland Street
Suite 1106
Boston, MA 02111

CONTACT:

W. Ernest Garneau, Executive Director
(617)-482-4477

FUNDING:

Proposed Amount: $ 49,000

PURPOSE:

To assist local community organizations in preventing and controlling arson in their neighborhoods through on-site seminars and technical assistance.

This will continue and expand a two-year arson prevention effort by Urban Educational Systems, funded in part by the Ford Foundation.

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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In FY '84, FEMA/USFA implemented a program to assist local community-based, anti-arson organizations and expand their program activities. FEMA/USFA has specifically designated $300,000 in program funds to be made available to local community-based, anti-arson organizations. Twelve projects have been selected that include:

RECIPIENT/APPLICANT:

City of Springfield/Prevention of Arson Committee
Department of Community Development
36 Court Street
Springfield, Massachusetts 01103

CONTACT: William Thayer (413) 787-6050

FUNDING: Proposed Amount $ 20,000

PURPOSE:

To implement a comprehensive arson prevention program.

1. Educate the public about the dangers and costs of arson.
   * Conduct biennial regional arson prevention conferences
   * Conduct quarterly neighborhood arson prevention workshops.

   * Arrange media events, preparation of free brochures
   * Establish research/information library.
2. Establish a network of neighborhood based arson watch clubs
   * Expand the organization of arson watches to those neighborhoods where "at-risk" buildings have been identified.
   * Provide continuing technical asisstance and support as needed to established neighborhood groups.
3. Develop arson early warning capability in Springfield neighborhoods.
   * Build on and standardize the data base on "at-risk" structures that PAC has already begun.
   * Refine early warning capabilities of PAC staff and organizations by the use of workshops and making use of available technical assistance.

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

Nueva Esperanza
550 South Summer St.
Holyoke, Massachusetts 01040

CONTACT:

Miguel Arce (413)-533-9442

FUNDING:

Proposed
Amount $ 15,000

PURPOSE:

To assist the Nueva Esperanza sponsored neighborhood based anti-arson prevention program activities including:

* increase involvement and interaction between fire service organization and Nueva Esperanza - to developing an interagency committee to help identify needs and solutions.

* build a comprehensive community-based anti-arson program to research housing unit targeted for arson, by increasing youth awareness of fire dangers and establishing a regularly featured bilingual article on anti-arson in Nueva Esperanza's newsletter.

* encourage community participation and responsibility in reducing arson related fires.

NEW YORK

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (16 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

People's Firehouse Inc.
113 Berry Street
Brooklyn, N.Y. 11211

CONTACT: Fred Ringler, Administrator
(212)-388-4696

FUNDING: Proposed Amount $ 50,000

PURPOSES:

1. Provide technical assistance to community organizations, governmental agencies and the private sector in the development and implementation of community based arson/fire prevention programs.

2. Develop a public/private sector partnership revolving loan fund to provide low interest short term loans to neighborhood residents to install fire prevention/security systems, repair fire and building code violations, seal fire gutted buildings or apartments, and generate additional public/private support for the ongoing activities of the People's Firehouse.

3. Plan, develop and implement a National Arson/Fire Prevention Conference to be held in New York City in Fall 1984. Focus of conference will be to discuss the concept of public/private sector partnerships in the context of arson/fire prevention programs.

4. Support of ongoing outreach activities including the training and education of low income neighborhood volunteers, the development of bi-lingual outreach materials and the reprinting of a tenants manual on fighting arson in Spanish.

5. Continued development of the People's Firehouse Arson Data Information System, a computerized data base of housing, fire and finance data.

Additional monies will be leveraged from private and public sources for these programs.

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

1 of every 2 school fires
1 of every 4 institutional fires
1 of every 5 store fires
1 of every 10 residential fires
1 of every 4 warehouse fires

The Federal Emergency Management Agency, through its United States Fire Administration (USFA), and National Fire Academy, (NFA) continues its leading role in attacking the arson problem through a broad range of anti-arson efforts. The development of the Arson Information Management System and the Arson Resource Directory are services available to local communities to help them combat their arson problem. Arson detection and investigation courses at NFA are available to local community, fire and police departments to improve their management of the arson problem. Other tools that have been developed are Juvenile Firesetter Counselling programs and workshops, arson victim assistance materials, and on-site technical assistance.

In FY '84, FEMA/USFA implemented a program to assist local community-based, anti-arson organizations and expand their program activities. FEMA/USFA has specifically designated $300,000 in program funds to be made available to local community-based, anti-arson organizations. Twelve projects have been selected that include:

RECIPIENT/APPLICANT:

Flatbush Development Corporation Arson Prevention Project
1418 Cortelyou Rd.
Brooklyn, NY 11226

CONTACT:

Robert Blank, Executive Director
(212)-469-8990

FUNDING:

Proposed Amount $ 20,000

PURPOSE:

Develop a partnership between Flatbush Development Corporation's Arson Prevention Project and the insurance industry to reduce arson in North Flatbush. Objectives would include: effecting changes insurance company practices which encourage arson; developing a free flow of information between insureres in Flatbush and the arson prepention project; and ensuring better enforcement of anti-arson legislation as it pertains to insurance practices in the Flatbush area.

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

Northwest Bronx Community & Clergy Coalition/
Fire and Arson Project
2656 Decatur Avenue
Bronx, New York 10458

CONTACT: Joseph Muriana, Executive Director
(212)-584-0515

FUNDING: Proposed Amount $ 18,000

PURPOSE:

A Project designed to reduce the incidence of Arson using a tested community treatment model directed at preservation of neighborhood housing stock, expanding public awareness of the arson problem and developing solutions to the arson problem in the Bronx community.

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

NY Neighborhood Anti-Arson Center, Inc.
Association of Neighborhood Housing Developers
424 W. 33rd Street
New York, New York 10001

CONTACT: Harriet Cohen, Director
(212)-947-6926

FUNDING: Proposed Amount $ 10,000

PURPOSE: A two "After the Fire Project" combining public education and neighborhood preservation goals Activities include:

1. Writing a guide for tenant fire victims describing legal rights, entitlements, and support services to help them reconstruct their lives.

2. Developing an emergency treatment program for buildings partially damaged by fire in order to prevent further deterioration and total loss of apartments and needed housing stock.

OHIO

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

Cleveland Anti-Arson Coalition
c/o Citizens to Bring Broadway Back
4800 Broadway
Cleveland, Ohio 44127

CONTACT:

James J. Cassidy, Chairperson
(216)-281-5508

FUNDING

Proposed Amount $ 20,000

PURPOSE: To establish computerized Arson Early Warning Systems and accompanying strategies to involve neighbors of problem structures in preventing arson and fires in Cleveland. The system will ensure that the structure is watched, brought up to code, or demolished depending on the willingness and/or financial ability of the owner to comply with code regulations.

PENNSYLVANIA

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

Kensington Action Now (KAN)
3160 Frankford Avenue
Philadelphia, PA. 19134

CONTACT:

Deborah Fischetti, Director
(215)-426-5705

FUNDING:

Proposed
Amount $ 20,000

PURPOSE:

A community based effort using a task force model in targeting and controlling arson. Activities:

1. Educating the community about arson through written materials and presentation at community meetings.
2. Continuing the Arson Task Force made up of community and city agencies involved in the arson problem.
3. Involving strategies for more private sector involvement in targeting possible arson targets for reinvesting dollars to turn vacant properties into positive community assets.

RHODE ISLAND

Arson continues to be one of our most severe National problems. Although private and public sector initiatives have reduced the rate of arson in the last two years, the level and scope of the arson problem remains unacceptably high. In 1982, it is estimated that over 500,000 fires (18 percent of all fires) were arson related. In that same period, it is estimated that 25 percent of reported fire losses, amounting to over $1.25 billion, were attributed to arson. Preliminary data for 1983 shows no significant change in arson losses. Arson is a significant factor in communities. Arson accounts for the following:

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RECIPIENT/APPLICANT:

Stop Wasting Abandoned Property, Inc.
439 Pine Street
Providence, Rhode Island 02907

CONTACT:

James Boylan, Executive Director
(401)-272-0526

FUNDING:

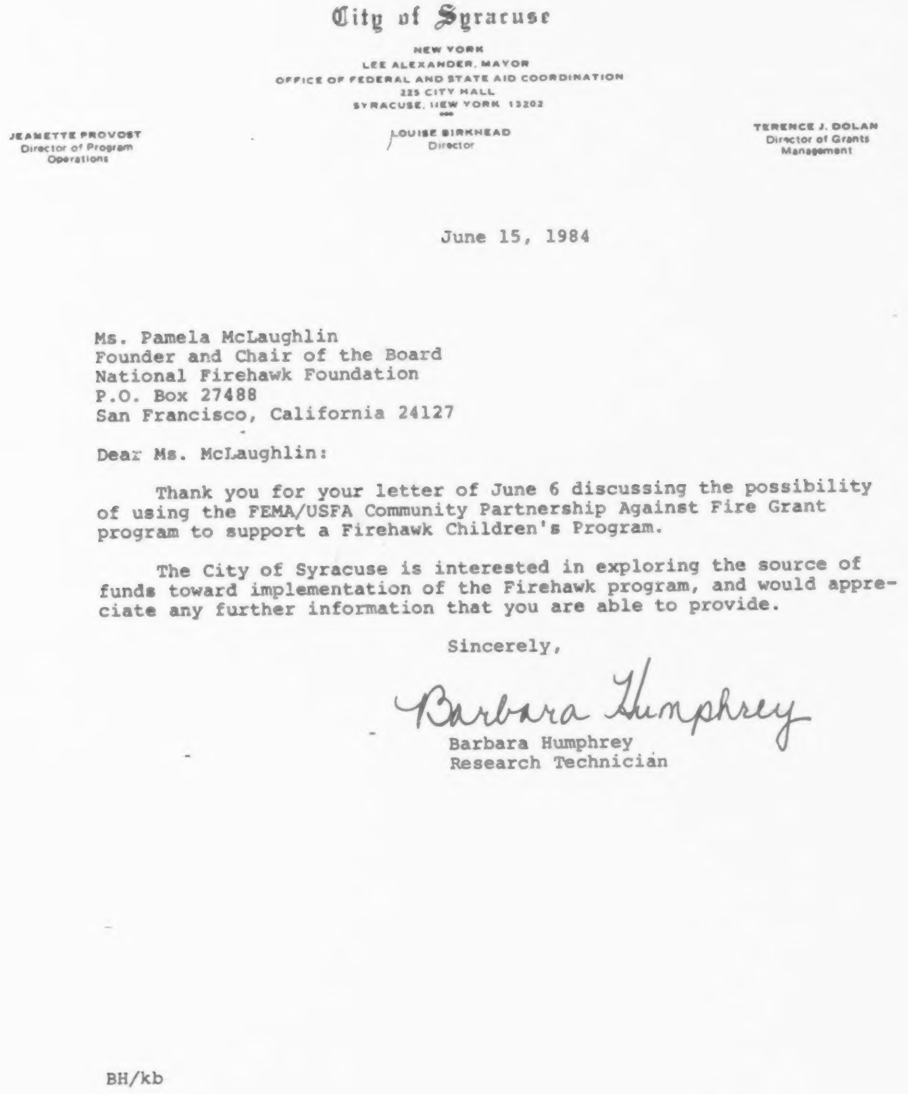
Proposed
Amount $25,000

PURPOSE:

1. The elimination of arson for profit as a detrimental factor to the renewal of Providence neighborhoods.

2. Lowering the incidence of juvenile, revenge, and vandal related arson.

Letters From and Names of People Interested in the National Firehawk Program



City of Syracuse
NEW YORK
LEE ALEXANDER, MAYOR
OFFICE OF FEDERAL AND STATE AID COORDINATION
225 CITY HALL
SYRACUSE, NEW YORK 13202

JEANETTE PROVOST
Director of Program
Operations

LOUISE BIRKHEAD
Director

TERENCE J. DOLAN
Director of Grants
Management

June 15, 1984

Ms. Pamela McLaughlin
Founder and Chair of the Board
National Firehawk Foundation
P.O. Box 27488
San Francisco, California 24127

Dear Ms. McLaughlin:

Thank you for your letter of June 6 discussing the possibility of using the FEMA/USFA Community Partnership Against Fire Grant program to support a Firehawk Children's Program.

The City of Syracuse is interested in exploring the source of funds toward implementation of the Firehawk program, and would appreciate any further information that you are able to provide.

Sincerely,

Barbara Humphrey

Barbara Humphrey
Research Technician

BH/kb

FRANCIS T. PURCELL
COUNTY EXECUTIVE

JOSEPH G. BOSLEY, JR.
FIRE MARSHAL

BUREAU OF FIRE PREVENTION	
SCHOOL	663-5824
INDUSTRIAL	663-5815
INSTITUTIONAL	663-5820
GENERAL INSPECTION	663-5826

NASSAU COUNTY FIRE COMMISSION
OFFICE OF FIRE MARSHAL
899 JERUSALEM AVENUE
P.O.BOX 128
UNIONDALE, NEW YORK 11553

June 20, 1984

Ms. Pamela McLaughlin
National Fire Hawk Foundation
P. O. Box 27488
San Francisco, California 94127

Dear Ms. McLaughlin:

I have just received a letter from one of my fellow investigators on the National Fire Hawk Foundation.

I am Director of Fire Safety and Education for the Nassau County Fire Marshal's Office, Long Island, New York. My job is to teach fire safety to all age groups and includes over 20 programs.

All my programs are original and geared to this area which consists of 71 Volunteer Fire Departments and a population of 1½ million people.

After reading your letter, I am very interested in exploring the Firehawk Childrens' Program and any funding that may be available to further my programs.

Since I am working for the County, funding is not on the top of the list for fire safety.

I hope you will be able to give me some information on the above, and if I can help you in any way, please feel free to write or call me.

Thank you.

Very truly yours,

Andrew J. Steinmuller

Andrew J. Steinmuller
Fire Inspector
Nassau County Fire Marshal's
  Office
899 Jerusalem Avenue
Uniondale, N.Y. 11553

Tel.#Area Code (516) 663-5835

AJS:mek

TOWN OF IRONDEQUOIT

June 14, 1984

National Firehawk Foundation
P.O. Box 27488
SanFrancisco, Ca 94127

Attn: Pamela McLaughlin

Dear Ms. McLaughlin:

Regarding your letter of June 6, 1984 stating grant funds will soon be available for certain groups that engage in fire prevention activities.

As Fire Marshal for the Town of Irondequoit and Treasurer of the Irondequoit Fire Prevention Committee, I would like to have more information regarding the qualifications for this program.

The Irondequoit Fire Prevention Committee is made up of representatives from the five (5) volunteer fire companies within the Town, and they are constantly working with the school children, promoting fire safety and fire prevention.

If other information is needed, please contact this office.

Very truly,

John F. Holtz

John Holtz,
Fire Marshal

JH:j

1280 TITUS AVENUE, ROCHESTER, NEW YORK 14617, PHONE: (716) 467-8840
AN EQUAL OPPORTUNITY EMPLOYER

PROBATION DEPARTMENT

PAUL BOCCUMINI, Ph.D.
Director, Clinical Services

(714) 383-1876

Clinical Services Division
900 East Gilbert Street
San Bernardino, CA 92404

County of San Bernardino

Clinical Services
900 East Gilbert Street
San Bernardino, CA 92404
PAUL BOCCUMINI, PhD
Director

June 15, 1984

Pamela McLaughlin
National Firehawk Foundation
P. O. Box 27488
San Francisco, Ca. 94127

Dear Pamela,

This is a formal response to our telephone conversation on Wednesday. I am extremely interested in applying for a small $5,000 grant to establish a juvenile firesetter diagnostic and treatment program component to my institute. Since it is located in Diamond Bar, I can effect Los Angeles, Orange, San Bernardino and Riverside counties which give me a high service visibility and sphere of influence. This community crosses the line of rural, suburban and urban. I will also be applying psychological, medical and nutritionally modalities to these children in a complete treatment emphasis. Community organization and fire personnel will obviously be coordinated along the guidelines of the firehawk foundation.

I can send you more specific details if you need them. I appreciate your consideration.

Sincerely,

Paul Boccumini, Ph.D.

Paul Boccumini, Ph.D.
Director, Clinical Services

PB:mm

40th BIRTHDAY
1944 1984
PREVENT FOREST FIRES

VIP
13760 Lincoln Way
Auburn, Calif. 95603

Pam,

We have over 140 volunteers in our Ranger Unit - N-Y-P. Nevada-Yuba-and Placer Counties.

This is a very good program - we would love to share ideas with you.

Sincerely,
Pam Stephenson

P.S.
If they need to know how much we would like out of their fund - $5,000 would be well spent,

U.S. GOVERNMENT PRINTING OFFICE [illegible]

K – 3rd
1983-84 school year
50+ schools
10,000+ children – (attention span)
this is a 4 day – ½ hour per
Class per day (many schools
double the classes up) full
spectrum fire education program.

We have also contacted

Senior Clubs
Grange   mobile home parks
Elks
Lions
Convelescent hospitals
High Schools   prevention +
Jr. H.S. –   Career programs

Fair   Fire information Officers
in larger fires.
Parades
Scouts
Camps   Volunteers have helped in
1) Home inspections
2) Issuing burn permits
3) Homeowners survival packets
and updating maps by
Running roads.   etc. etc.

June 13,

Dear Ms. McLaughlin -

I am unable to reach you but will keep trying, to let you know I am very interested in the Grant money mentioned in your letter of June 6 —

How do I go about getting information to apply for these funds for a program we offer our district? I'm attaching an outline of this program which has appeared on several T.V. networks and has been taught to over 2,000 children in our community.

Thank you for any help you might offer.

Firematically yours,
Arlene Marone;
Pres.
Setauket V.F.D.

3 Mayflower La.
E. Setauket, NY
11733

HARRISBURG
F D
PENNA.

Bureau of Fire
City of Harrisburg
Pennsylvania

Department of Public Safety

Office of
The Fire Chief
Room 256
123 Walnut St.
Harrisburg, Penna. 17101
(717) 255-6464

June 12, 1984

Ms. Pamela McLaughlin
National Fire Hawk Foundation
P. O. Box 27488
San Francisco, California 94127

Dear Ms. McLaughlin:

I am writing in reference to your June 6, 1984 letter concerning possible grants for the Fire Hawks program. The Harrisburg Bureau of Fire has a great deal of interest in obtaining a Fire Hawks grant.

We have held several preliminary discussions with representatives of the criminal justice, juvenile counciling, mental health and social service agencies. All contacted agencies have enthusiastically supported the concept. Funding may be the catalysis that will allow us to fully implement this program.

We look forward to an active Fire Hawks program in Central Pennsylavnia. Please accept this letter as a "Letter of Intent". The Harrisburg Bureau of Fire will actively participate in the planning and implementation of a Fire Hawks program in Central Pennsylvania.

By the Direction of Alfred W. Dean, Public Safety Director.

Sincerely,

Donald H Konkle

Donald H. Konkle
Fire Chief

Office of Public Relations
FIRE DEPARTMENT HEADQUARTERS
405 Worthington Street
01105

THE CITY OF
SPRINGFIELD, MASSACHUSETTS

June 11, 1984

Pamela McLaughlin
Founder and Chair of the Board
National Firehawk Foundation
P.O. Box 27488
San Francisco, California 94127

Dear Ms. McLaughlin:

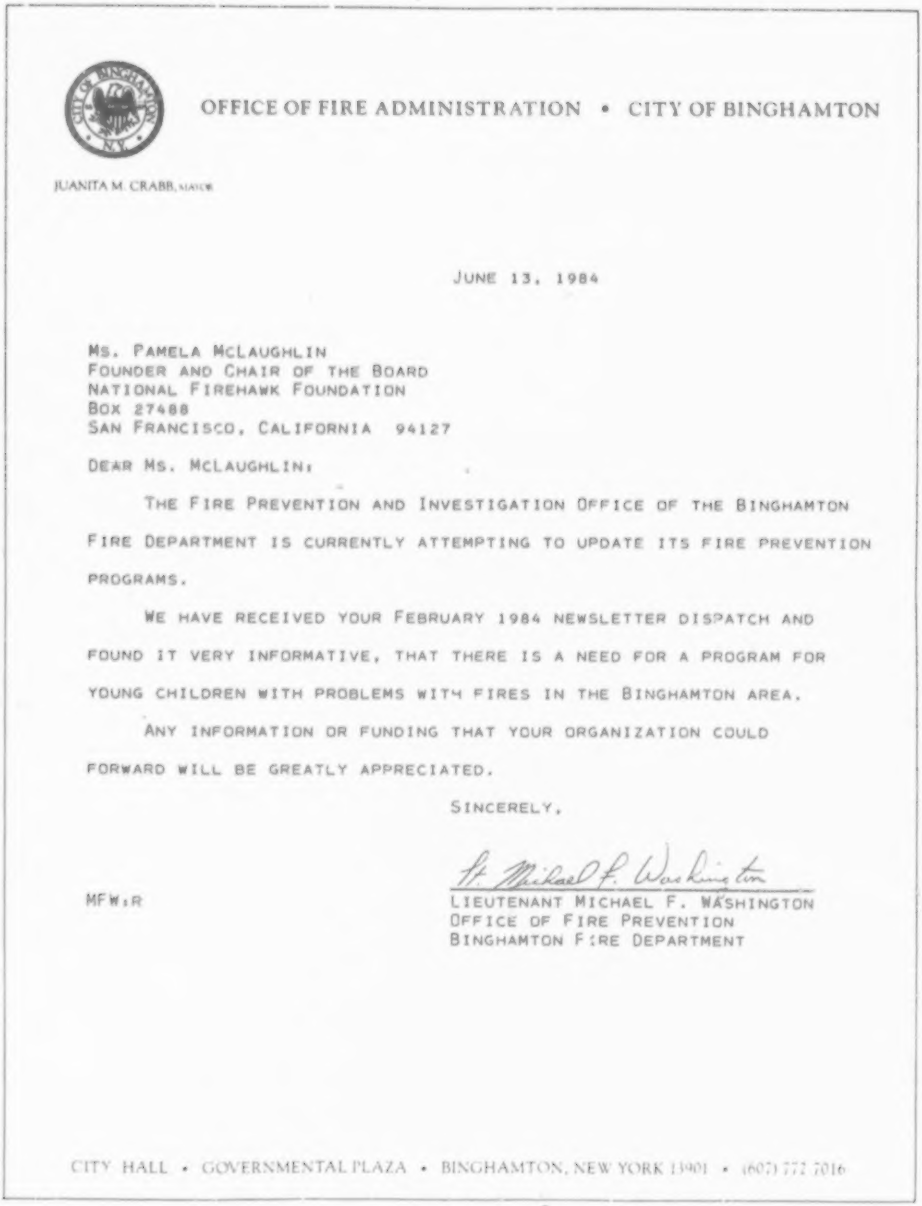
We are interested in obtaining grant money from the Federal Emergency Management Agency/USFA for our Fire Safety Programs in the Springfield area.

Your consideration will be appreciated.

Very truly yours,

Giorge J Placanico
Giorge J. Placanico
Public Relations Officer

bb



OFFICE OF FIRE ADMINISTRATION • CITY OF BINGHAMTON

JUANITA M. CRABB, MAYOR

JUNE 13, 1984

MS. PAMELA MCLAUGHLIN
FOUNDER AND CHAIR OF THE BOARD
NATIONAL FIREHAWK FOUNDATION
BOX 27488
SAN FRANCISCO, CALIFORNIA 94127

DEAR MS. MCLAUGHLIN:

THE FIRE PREVENTION AND INVESTIGATION OFFICE OF THE BINGHAMTON FIRE DEPARTMENT IS CURRENTLY ATTEMPTING TO UPDATE ITS FIRE PREVENTION PROGRAMS.

WE HAVE RECEIVED YOUR FEBRUARY 1984 NEWSLETTER DISPATCH AND FOUND IT VERY INFORMATIVE, THAT THERE IS A NEED FOR A PROGRAM FOR YOUNG CHILDREN WITH PROBLEMS WITH FIRES IN THE BINGHAMTON AREA.

ANY INFORMATION OR FUNDING THAT YOUR ORGANIZATION COULD FORWARD WILL BE GREATLY APPRECIATED.

SINCERELY,

Lt. Michael F. Washington

MFW:R

LIEUTENANT MICHAEL F. WASHINGTON
OFFICE OF FIRE PREVENTION
BINGHAMTON FIRE DEPARTMENT

CITY HALL • GOVERNMENTAL PLAZA • BINGHAMTON, NEW YORK 13901 • (607) 772-7016

Richard A. Behan, Ph.D.
INDIVIDUAL, MARITAL, AND FAMILY PSYCHOLOGY
LICENSE NO. PU-170
909 SO. SANTA ANITA AVENUE, SUITE F2
ARCADIA, CALIFORNIA 91006
(818) 447-5120

6-11-84

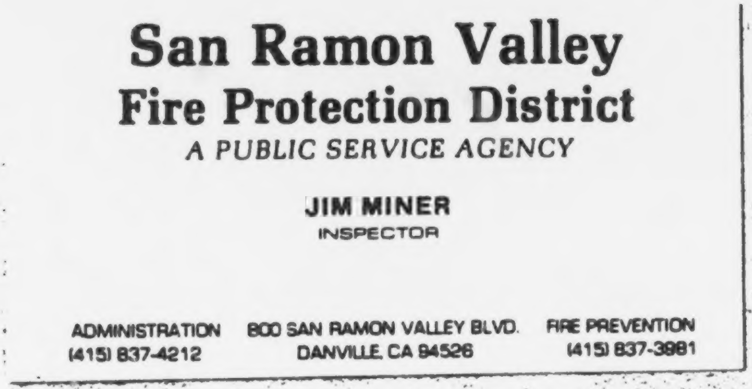
Paula McLaughlin
National Firehawk Foundation
P.O. Box 27488
San Francisco, CA 94127

Dear Mrs McLaughlin:

I am interested in putting together a Firehawk program with the Arcadia Fire Department. Please include us in your mid-June presentations.

Sincerely,

Richard A Behan



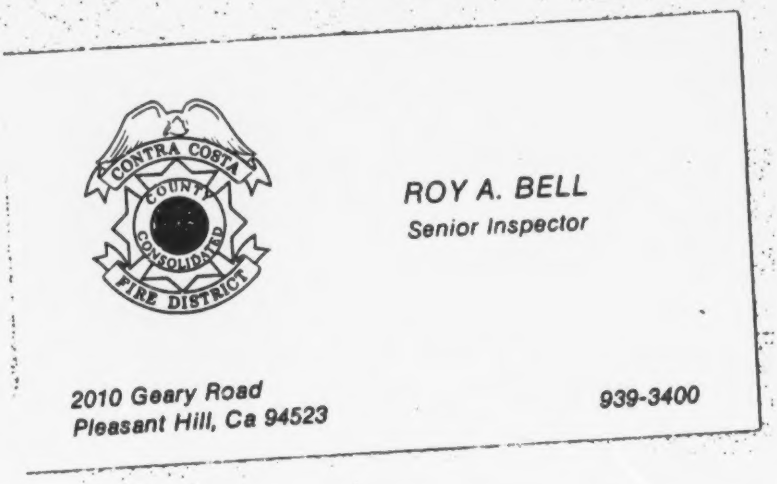
San Ramon Valley
Fire Protection District
A PUBLIC SERVICE AGENCY

JIM MINER
INSPECTOR

ADMINISTRATION
(415) 837-4212

800 SAN RAMON VALLEY BLVD.
DANVILLE, CA 94526

FIRE PREVENTION
(415) 837-3981



CONTRA COSTA COUNTY CONSOLIDATED FIRE DISTRICT

ROY A. BELL
Senior Inspector

2010 Geary Road
Pleasant Hill, Ca 94523

939-3400

1. Bob Hall / Terry Raley
Fire Marshal / Fire Prevention Officers
~~Sa~~ P.O Box 190
Santa Paula Fire Dept.
San Bernadino, Ca. 93060

2. Galen Norton
Healdsburg Fire Dept
238 Center St
Healdsburg, Ca. 95448

3. Martin Egan

-412
364-0616

4. Rich Wagner - Fire Marshal
Township of McKandless Fire Dept.
9955 Grubbs Wexford, Pa. 15090

5.
Squaw Valley Fire Dept

Squaw Valley, Calif.

6. John Holtz
Township of Irondequoit
1280 Titus Ave
Rochester, New York 14617

7. Paul Bocchini, PhD.
Director of Chemical Services
County of San Bernardino
900 East Gilbert St.
San Bernardino, Cal 92404